

Cabinet - 17 July 2019

Scoping alternative models of commissioning the Walsall Healthy Child Programme for 0-19 year olds

Portfolio: Councillor Longhi, Portfolio holder for Health and Wellbeing

Related portfolios: Councillor Towe, Portfolio holder for Education
Councillor Wilson, Portfolio holder for Childrens Services

Service: Environment and Economy Directorate - Public Health

Wards: All

Key decision: Yes

Forward plan: Yes

Service area: Public Health - Children and Young People, Environment and Economy Directorate

1. Aim

This paper seeks to inform Cabinet of the need to recommission the Healthy Child Programme for 0-19 year olds and to seek approval to consider and scope potential integration through alternative commissioning models with the Walsall Together programme that enable closer working with children and families, as well as frontline professionals, to ensure high quality services. As part of this scoping, best value and ensuring maximum benefit to the residents of Walsall will be prioritised.

2. Summary

- 2.1 On 13th February 2019, Cabinet mandated the formation of a section 75 (s.75) NHS Act contract during 2019/20 and for the Executive Director of Adult Social Care to bring that back to Cabinet for consideration, in the context of the services in the scope of the Walsall Together business case.
- 2.2 There is a need for the Council to explore the use of alternative commissioning models to commission Healthy Child Programmes services for 0-19 year olds. (These are currently commissioned as two separate contracts, Healthy Child Programme 0-5 and Healthy Child Programme 5-19). One of the options which will be explored is the potential to utilise a s.75 agreement as part of the wider Walsall Together Alliance model.
- 2.3 In order to have sufficient time to undertake the required scoping and due diligence, there is a requirement to extend the provision of Healthy Child Programme 5-19 services beyond the current contract expiry date of 31st July 2020.
- 2.4 The recommendations contained within this report are classed as key decisions, as they affect more than two wards within the Borough.

3. Recommendations

- 3.1 That Cabinet approve the scoping of alternative commissioning models for the future commissioning of the Healthy Child Programme 0-19, with consultation built into the commissioning process as required.
- 3.2 That Cabinet delegate authority for the Director of Public Health to enter into appropriate contract arrangements for the continued provision of Healthy Child 5-19 services, with Walsall Healthcare Trust, from 31st July 2020 for a period of up to 18 months, if required, in order to enable full scoping and potential implementation of alternative commissioning models, including s. 75 of the NHS Act 2006, for the Healthy Child Programme 0-19.

4. Report Detail - know

Context

The Healthy Child programme 0-19

- 4.1 Walsall Council has responsibility for commissioning the Healthy Child Programme 0-19 services, consisting of health visiting, school nursing, teenage pregnancy reduction and healthy pregnancy services including smoking cessation support in pregnancy. The mandated elements within these services include the National Child Measurement Programme and 5 universal contacts offered by the health visiting services.
- 4.2 Cabinet decisions taken on 18th March 2015 mandated the award of the Healthy Child Programme 5-19 contract, and on 14th December 2016 mandated the award of the Healthy Child Programme 0-5 contract. The current contracting arrangements are shown in the following table:

	Start date of contract	Existing contract duration	Expiry date of contract	Current provider
Healthy Child Programme 0-5 (health visiting and healthy pregnancy service)	1st April 2017	3 years plus up to 2 years extension	31 st March 2020 (initial 3 year period), with possibility of up to 2 years' extension to 31 st March 2022	Walsall Healthcare Trust
Healthy Child Programme 5-19 (school nursing and teenage pregnancy reduction service)	1 st Aug 2015	3 years plus up to 2 years extension	31 st July 2020	Walsall Healthcare Trust

4.3 The Healthy Child Programme is a preventive, early intervention-focussed Public Health programme that lies at the heart of the universal service for children and families. It is based on the best available evidence around what works for improving the health and wellbeing of children (PHE, 2015).

In Walsall it is made up of four elements:

- The Health in Pregnancy service, supporting all women during pregnancy offering public health support to this group, with particular support offered to vulnerable women;
- Health visiting Service for 0-5 year olds and their families (Healthy Child Programme 0-5);
- School nursing Service for 5-19 year olds and their families (Healthy Child Programme 5-19);
- The teenage pregnancy service aimed at reducing teen pregnancies and supporting teen parents.

Pregnancy and the first years of life are among the most important stages for future health and wellbeing of children (Shonkoff 2009). We also know that lifestyle choices and behaviour patterns established in childhood and teenage years influence health in adulthood (DH, 2009). Consequently, it is crucially important that children and their families in Walsall have access to good quality services to support their growth and development.

4.4 The Healthy Child Programme is a national programme for all children aged 0-19 years. It operates along a 4-5-6 model, with each part of the service focussed on 6 key priority areas. These are delivered through four levels of service (based on need) and five mandated face-to-face visits. See **Appendix A**.

4.5 Responsibility for commissioning the Healthy Child Programme for 5-19 year olds and Healthy Child Programme for 0-5 year olds transferred from NHS England to local authorities in 2013 and 2015 respectively. Since then, Public Health in Walsall Council has been the lead commissioner for this Healthy Child Programme. Currently in Walsall, the Healthy Child Programme is commissioned as two separate services, for 0-5 year olds and for 5-19 year olds.

Current delivery of the Healthy Child Programme in Walsall

4.6 The **Health in Pregnancy** service, which is part of the Health Visiting service, is unique to Walsall. It was established in 2017, following the previous procurement of the contract. The team see women at twelve weeks of pregnancy in the Antenatal Clinic, and reach 72% of eligible women. Groups are offered to women at 20 weeks of pregnancy, both during the week and at the weekend, in order to reach partners as well. Working closely with the midwives responsible for vulnerable women, the Health in Pregnancy team offer 1:1 and small group programmes including programmes for dads for their most vulnerable clients. This team is also responsible for helping women quit smoking.

4.7 Performance of the **health visiting** programme in Walsall is good. The service consistently exceeds the national and West Midlands average for service delivery of the five mandated contacts. In addition to the elements

specified in the national Healthy Child Programme, the health visiting service also delivers the Health in Pregnancy service and additional support to teenage mothers. **Appendix B** has more information on current performance.

- 4.8 Similarly, the **school nursing** service, which also delivers the National Child Measurement Programme, performs well, exceeding the national targets for coverage of the programme (see Appendix B). The service undertakes a range of other work, including the promotion of the Chat Health confidential texting service for young people, which is a popular service with secondary school aged children. Walsall school nurses are also working closely with schools to recruit and train health champions to strengthen children's voices within the service, and to facilitate close communication between children and their school nurses. Additionally, they provide some support to children with Special Educational Needs or a disability (children with SEND).
- 4.9 The **teenage pregnancy reduction and support service** is part of the Healthy Child Programme 5-19. This contract was previously commissioned by Walsall Children's Services until Public Health took commissioning responsibility in 2017. Walsall has seen a steady decline in teenage pregnancy since 2013, showing a sharper decline than the national and West Midlands average.
- 4.10 Safeguarding remains a key focus for all services, with health visitors acting as lead professional for Early Help for all children aged 0-5 years. School nursing is well integrated into Walsall Children Service Early Help locality work, with a school nurse based in each locality.

Walsall Together

- 4.11 The 'Walsall Together Alliance: Integration of Health and Care Full Business Case' was approved by Cabinet on 13th February 2019. This business case mandated the formation of a s. 75 NHS Act contract during 2019/20 and for the Executive Director of Adult Social Care to bring that back to Cabinet for consideration. (A s. 75 agreement under the NHS Act 2006 can be used to delegate some local authority health-related functions to another partner organisation, e.g. a Clinical Commissioning Group or an NHS trust). This would potentially cover a range of health and social care-related Council functions, with Walsall Healthcare Trust as the Host Provider.
- 4.12 Public health services have been listed within the business case as being included in later phases of the Walsall Together Alliance through the Council's s. 75 contract with Walsall Healthcare Trust. However, given that the current contract for the Healthy Child Programme 5-19 expires in 2020, there is an opportunity to bring forward the inclusion of the Healthy Child Programme 0-19 within the proposed s. 75 agreement.
- 4.13 The Council will undertake scoping work to explore future commissioning models for the Healthy Child Programme 0-19, including the use of a s. 75 agreement for the delegation of the Healthy Child Programme 0-19 to the Walsall Healthcare Trust. Scoping work is likely to take around 6 months, at which point an options appraisal paper will be brought back to Cabinet. The

purpose of the scoping work is to understand which commissioning model will deliver the best outcomes for children in Walsall.

- 4.14 The exercise of exploring alternative models of commissioning will likely mean that there is not sufficient time to undertake this exercise and implement Cabinet's preferred commissioning option before 31 July 2020 when the Healthy Child Programme 5-19 contract expires. Consequently, a provisional contract extension of up to 18 months is being sought to allow sufficient time to undertake this work.

Council Corporate Plan Priorities

- 4.16 The Healthy Child Programme for 0-19 year olds supports the following Council Corporate Plan priority area:
- Children have the best start and are safe from harm, happy, healthy and learning well.
- 4.17 It supports the following Corporate Plan outcomes:
- Ch1: Children will be ready for school;
 - Co3: Ensure all children are a healthy weight.

Risk Management

- 4.18 As part of undertaking the scoping exercise proposed in this report, risk will be appropriately assessed, considered and action taken to manage and mitigate risk.

- 4.19 The following initial risk has been identified:

Risk	Mitigation
Insufficient time to undertake due diligence	We are proactively seeking to modify existing contracts to allow sufficient time to undertake a thorough scoping exercise

Financial Implications

- 4.20 Current budget for the Healthy Child Programme 0-19 is approximately £4.9m per annum, made up of:
- Approximately £3.6m per annum for the Healthy Child Programme 0-5 (health visiting and healthy pregnancy);
 - Approximately £1.3m per annum for Healthy Child Programme 5-19 (school nursing and teenage pregnancy reduction).
- 4.21 The budget for extension of the Healthy Child programme 5-19 contract will be based on the existing costs of the contract. It is anticipated that there will be no increased expenditure compared to current spend on this contract.

Legal Implications

- 4.22 Legal advice will be taken about any contractual or other legal aspects for the proposed options set out in this Report's Recommendations.

- 4.23 Legal advice will be required about whether and how the current Healthy Child 5-19 programme contract can be extended.

Procurement Implications/Social Value

- 4.24 Provisional advice from the Procurement Team has been sought. Detailed procurement advice will be given when there is further understanding of the proposed changes to commissioning model where appropriate. Any procurement activity which would need to be undertaken will be run in accordance with Public Contracts Regulations 2015, and will consider social value in line with the Public Services (Social Value) Act 2012. Procurement and legal services will coordinate to ensure that there is consistency of advice and approach.
- 4.25 There may be a requirement to extend the existing 5-19 beyond its current end date and, if required, this will be considered in line with of Regulation 72 of the Public Contracts Regulations 2015. Further advice will be necessary when any proposed changes are understood.

Property Implications

- 4.26 There are no Council property implications identified to date.

Health and Wellbeing Implications

- 4.27 The Council has a statutory duty to promote the health and wellbeing of its population. The Healthy Child Programme for 0-19 year olds contains 12 high impact areas. All of these impact on the health and wellbeing of children aged 0-19 years.
- 4.28 Reducing inequalities is an explicit objective of the Joint Strategic Needs Assessment, Health and Wellbeing Strategy and Council's Corporate Plan. Public Health procurements and contracts seek to maximise improvement in health and wellbeing, including narrowing the gap in outcomes between the most deprived and least deprived in the Borough.
- 4.29 Giving "every child the best start in life" is one of six key areas identified in the Marmot report as crucial for reducing health inequalities (Marmot, 2010) and is a major focus within the Healthy Child Programme.

Staffing Implications

- 4.30 There are no implications identified for Council staff.

Reducing Inequalities

- 4.31 The implications for reducing inequalities have been taken into account and assessed as set out below.
- 4.32 Reducing health inequalities is at the core of the Healthy Child Programme for 0-19 year olds, with all activity specifically targeted at this aim.

- 4.33 There are currently no adverse implications anticipated from these recommendations on people with protected characteristics. An EQIA will be undertaken to inform decision-making.

Consultation

- 4.34 Consultation will be built into the commissioning process as necessary.
- 4.35 Prior understanding and knowledge from existing programmes will also be taken into account.

5. Decide

- 5.1 Cabinet is requested to consider the decisions outlined in section 2 of this report.

6. Respond

- 6.1 Subject to approval of recommendations, Walsall Public Health will undertake a detailed scoping exercise and report to Cabinet later this year.

7. Review

- 7.1 A further paper will be brought to Cabinet later in 2019, with the outcome of the scoping work, for Cabinet to decide over future commissioning arrangements.

Background papers

None

Author

Emily Smith
Public Health Specialty Registrar
☎ 01922 652724
✉ Emily.Smith@walsall.gov.uk

Uma Viswanathan
Consultant in Public Health
☎ 01922 653751
✉ Uma.Viswanathan@walsall.gov.uk



Meradin Peachey
Interim Director of Public Health
8 July 2019



Simon Neilson
Executive Director
8 July 2019

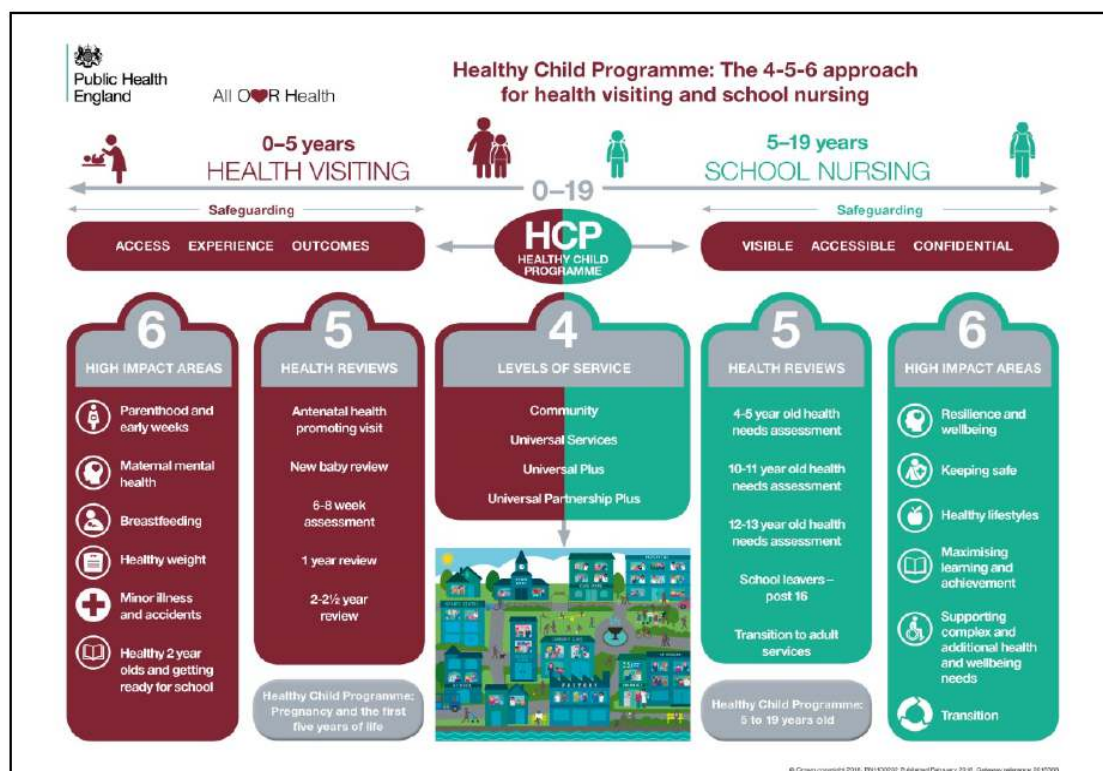


Councillor M Longhi
Portfolio Holder Health and Wellbeing

8 July 2019

Appendix A

Figure 1: The 4-5-6 approach to health visiting and school nursing



Taken from: PHE (2017). Best start in life and beyond: Improving public health outcomes for children, young people and families - Guidance to support the commissioning of the Healthy Child Programme 0-19: Health visiting and school nursing services; Commissioning guide 2: Model specification for 0-19 Healthy Child Programme: Health visiting and school nursing services.

Appendix B

Health visitor key performance metrics – Q3 2018/19 (PHE, 2019)

	England	Walsall
Percentage of births that receive a face to face New Birth Visit (NBV) within 14 days by a Health Visitor	88.8%	96.2%
Total number of infants due a 6-8 week review by the end of the quarter	85.5%	93.3%
Percentage of children who received a 12 month review by the time they turned 12 months	75.5%	90%
Percentage of children who received a 2-2½ year review	77.9%	94.4%

National Child Measurement Programme – participation rates by school year (2017/18) (NHS Digital, 2018)

	England	Walsall
Reception	95.2	99.1
Year 6	94.3	98.3

References

DH (2009). Healthy Child Programme: From 5–19 years old. Available from: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/492086/HCP_5_to_19.pdf

Marmot, M. (2010). Fair society, healthy lives : the Marmot Review : strategic review of health inequalities in England post-2010. ISBN 9780956487001

NHS Digital (2018). National Child Measurement Programme England 2017/18 School Year. Available from: <https://digital.nhs.uk/data-and-information/publications/statistical/national-child-measurement-programme/2017-18-school-year>

PHE (2015). Rapid Review to Update Evidence for the Healthy Child Programme 0-19. Available from: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/429740/150520RapidReviewHealthyChildProg_UPDATE_poisons_final.pdf

PHE (2019). Health Visitor Service Delivery Metrics (Experimental Statistics) Quarter 3 2018/19 Statistical Release (April 2019). Available from: <https://www.gov.uk/government/statistics/health-visitor-service-delivery-metrics-2018-to-2019>

Shonkoff, J. (2009). Neuroscience, molecular biology, and the childhood roots of health disparities: building a new framework for health promotion and disease prevention. JAMA, 301(21), 2252-9.