

Report to CABINET

Contract Arrangements – Right Start Service, Bridgewater
Community NHS Trust

Portfolio Holder:

Cabinet Member for Health and Social Care – Councillor Chauhan

Officer Contact: Rebekah Sutcliffe – Strategic Director of Reform

Report Author: Ed Francis - Assistant Director of Safeguarding
and Partnerships
x6671

15th December 2018

Reason for Decision

The current contract for the delivery of Oldham's integrated early years offer – Right Start Service, comes to an end on 31st March 2019. This contract has an option to extend for a period of up to two years. The majority of the functions in this service are statutory in nature, applicable to both Public Health and Education.

This report recommends that Cabinet approves an extension of the contract from 1st April 2019 to 31st March 2020.

Executive Summary

On 1st April 2016 the new integrated delivery model for Oldham Early Years Offer – Right Start and School Nursing Service was brought together from a number of providers into a single service delivered by Bridgewater Community Healthcare NHS Trust. The aim of the service is to tackle a number of key early childhood outcomes through the delivery of a number of functions as listed below:

- *Health Visiting (HCP)*
- *Children's Centres*
- *Family Nurse Partnership (FNP)*
- *Oral Health; and*

- *deliver Oldham's version of the GM 8 stage assessment and intervention model*

In addition the School nursing service was also commissioned to Bridgewater and aligned to the Right Start service creating an integrated 0-19 universal child health service.

This service contributes to and/or is responsible for a number of corporate outcome measures. They are:

| Right Start and School Nursing Measure |
|--|
| Increase prevalence of Breastfeeding at 6-8 weeks |
| Healthy weight at Reception (4-5 years) |
| Healthy weight at year 6 (10-11 years) |
| Increase Immunisation uptake of MMR 2 doses by age 5 |
| Improve Child Development at 2-2.5 years |
| Take up of mandated reviews and assessments |
| Child's health surveillance or health promotion checks |

In bringing a variety of services together under one provider, Bridgewater NHS Trust became the new employer of staff groups from four different organisations including Oldham Council.

In partnership with the Council, Bridgewater have undertaken a substantial amount of reorganisation to deliver an integrated model including investment in new IT systems and the relocation of health staff from NHS premises into children's centres.

Overall performance against the contract has been as expected given the transition to the new model. The rise in safeguarding demands across the whole system locally have had an impact on Health Visiting and School Nursing services and in responding to this Bridgewater are seeing a negative impact on their ability to deliver the universal element of their roles. This is kept under continual review by Council commissioners.

It is worth highlighting that the SEND inspection of Oldham in October 2017, highlighted the integrated early years model as a key strength.

We are seeing encouraging performance in respect of our key ambition around the 'school readiness' agenda with a higher % of mandated reviews at 2 – 2.5 years being undertaken than regional and national averages. The results of these reviews show that the percentage of children who were at or above the expected level in all five areas of development is higher than the regional average but this remains a key area of focus as we track children through the new model.

The success of the Right Start model is not the sole responsibility of Bridgewater NHS trust and requires other partners from maternity services through to schools to all fulfil their role. To this end there is ongoing development and improvement activity overseen by Council commissioners linked to other developments around place based working and the review of Oldham's preventative offer.

Bridgewater are part of the Alliance under the Oldham Cares arrangements and as such may play a key future role as integrated models for children and young people are developed across the system.

It needs noting that Bridgewater NHS Trust have recently been subject to a sustainability review by NHS Improvement as a result of changes across the health and social care system in Wigan which will see a large number of services being transferred from Bridgewater into the new provider arrangement. Such a review is the norm in such circumstances and the outcome is expected in December. Clearly the findings from this will inform consideration of the recommended option to extend as will the outcome of the recent CQC inspection when findings are published.

The Council has the ability to extend the contract for up to two years but a one year extension is felt to be appropriate at this time given the fact that the outcome of the sustainability review is not yet known and the need for the Council to retain flexibility in its ability to commission alternative arrangements from 2020 on the back of new delivery models currently being scoped.

Recommendation

- To extend the current contract for the Right Start and School Nursing Service for a period of 1 year from 1st April 2019 to 31st March 2020

Right Start Service and Bridgewater Community Healthcare NHS Trust**1 Background**

- 1.1 On 1st April 2016 the new integrated delivery model for Oldham Early Years Offer – Right Start and School Nursing Service was brought together from a number of providers into a single service delivered by Bridgewater Community Healthcare NHS Trust, for the period 1st April 2016 to 31st March 2019 with an option to extend for up to two years. The Right Start service aligns to the GM Early Years Delivery Model and also delivers a number of mandated/statutory functions for Public Health and Education.
- 1.2 The Right Start Service for Oldham has been developed and aligned to the Greater Manchester delivery model for Early Years, an approach that Oldham was already testing prior to commissioning the integrated service and was instrumental in shaping from the start. It should also be noted that since the implementation of the Oldham model there has been significant interest both across GM and nationally, with attendance at a number of conferences and/or visits to other local authorities.
- 1.3 The service entitles families with young children from conception to 5 years to a set of universal and targeted evidence based services, through the 8 stage integrated assessment model and corresponding pathway of intervention.
- 1.4 The model enhances the statutory elements of the health visiting service, Healthy Child Programme 0-5 and 5-19 with children's centres as the vehicle for delivery in localities, providing the **core universal preventative service for children and young people** alongside schools and early years settings.
- 1.5 Key functions delivered through this service are:

Right Start Early Years Service (0-5)

- Function One:** Delivery and co-ordination of a range of Early Childhood Services on a district/locality basis with designated children's centres providing the 'shop front' for the service.
- Function Two:** Delivery of the Healthy Child Programme (0-5).
- Function Three:** Delivery of the Children's Centre Core Purpose.
- Function Four:** Delivery of Oldham's Right Start assessment model and associated interventions.
- Function Five:** Delivery of the Family Nurse Partnership targeted intervention, for vulnerable teenage parents.
- Function Six:** Co-ordination and delivery of Council's Oral Health Plan for under 5s.

Right Start School Nursing Service (5-19)

- Function One:** Delivery of the Healthy Child Programme (5-19) via the School Nursing role.

Function Two: Delivery of the National Child Measurement Programme across Oldham.

Function Three: Deliver immunisation Services for children and young people aged 5-19 years (this will be co-commissioned with NHS England/GM Health & Social Care Partnership but forms an integral part of the service).

Function Four: Development of a health plan for each school.

In addition there was an expectation that the provider would develop a traded service function to schools to support delivery of the wider Healthy Child Programme (5-19).

1.6 Over the course of the current contract period the provider has worked to achieve the integrations of the staff and functions across the service, whilst maintaining the required level of performance.

2 Current Position

2.1 Staff Restructure to Deliver the Model

2.1.1 Staff TUPE arrangements brought together a range of staff who had previously been employed by 4 different organisations; Pennine Care NHS Foundation Trust, Oldham Council, Action for Children and The Children's Society under the management of Bridgewater.

2.1.2 The restructure was complex and challenging in that it required a significant redesign of job roles and responsibilities to bring about a full integrated Right Start and School Nursing service, which must ensure effective operational line management and practice leadership to an integrated multi professional team, and ensuring the ability to be able to report delivery against the agreed performance framework and be financially viable.

2.1.3 Bridgewater have recently secured funding from Health Education England to recruit and train five student health visitors and five student school nurses. This will have a significant impact on the service and enable the 'grow your own' model for staffing in Oldham.

2.2 **ICT Integration** - The improved use of ICT has been a particular focus in the transformation of the service, the aim being to reduce the burden of paper recording and gathering intelligence.

2.2.1 The provider has implemented their electronic Integrated Digital Care Record (IDCR) by April 2017. This has enabled staff to use the mobile application giving them online and offline access to user records, no matter their location, including in service user homes or when in transit. Staff use electronic 'Think Pads' in the course of their assessments and interventions with service users, gathering intelligence that will feed directly back to the client/child record. This has had a significant impact for the service freeing up more time for practitioners to spend with children, young people and families in a face to face capacity and bring efficiency to the service.

2.2.2 The system is also the conduit for performance information which will facilitate the more effective monitoring of the contract but also the planning and delivery of services locally.

2.2.3 Oldham was successful in being selected for a GM Connect Early Years digitisation pilot which aimed to digitise child records and develop information sharing and data reporting at a district (Oldham), pan-district and GM level. This initial phase has now been completed with the digitisation of 66,000 child health records. This project was jointly funded by GM Connect and Oldham Council.

2.2.4 GM has sought expressions of interest for the next phase of integration relating to the ASQ, by piloting the development a central GM digital solution with local systems and to provide the ability to share information digitally between different professionals across the GM 8 Stage Assessment Model.

2.3 Estate Integration

2.3.1 The service has now integrated all staff into the children's centres, for both service delivery and staff accommodation. This process was successfully managed with support from the local Strategic Estates Group. This achieved both the physical integration of the service and reduced the financial burden (in relation to estates) to the council for this service. Completion of the aforementioned digitisation project was a significant factor in success of the estates integration.

2.4 Oldham Alliance Agreement and Bridgewater Community Healthcare NHS Trust

2.4.1 Oldham Cares – Oldham Locality plan approved by the Health and Wellbeing Board in September 2016 and refreshed in 2017 is the joint plan for fundamental reform of the health and care system in the Oldham Borough.

2.4.2 The locality plan outlines key transformational programmes that will enable Oldham to deliver significant improvements in the health and wellbeing of our residents. In order to deliver against these plans we have established the Oldham Cares partnership (OCP), as a partnership of health and care providers working together to develop an integrated approach to health and social care, as set out in our vision statement:

'The Oldham Cares Partnership will be a new alliance of providers working together to improve integrated and joined up services based around primary care, focused on prevention and early intervention, bound by a common narrative and approach, and with a stake for each organisation (including the local hospital) in the scaled reduction of demand'.

2.4.3 Bridgewater Community Healthcare NHS Trust is part of this partnership arrangement which is secured by an 'alliance agreement' as are the key commissioning participants – OMBC and OCCG.

2.4.4 The commissioner participants have agreed to deliver a single approach to commissioning health and care services in order to transform services and improve outcomes. This will enable integrated working and include development of pooled budgets.

2.4.5 A Section 75 agreement exists between Oldham CCG and OMBC, this has historically included areas of joint commissioning e.g. Better Care Fund and Integrated Community Equipment Service. The current budgets (mainly Public Health) funding the Right Start model are not part of any current agreement but child health services funded by the CCG (including children's community nursing services) are. As integrated commissioning arrangements for children and young people develop this will be reviewed.

2.5 Performance monitoring

2.5.1 The service is required to submit quarterly performance reports and data to evidence impact against the following outcomes. Overall the service is performing well and is utilising child level data well in order to target resources and interventions. This service contributes to and/or is responsible for a number of corporate outcome measures. They are:

| Right Start and School Nursing Measure |
|---|
| Increase prevalence of Breastfeeding at 6-8 weeks |
| Healthy weight at Reception (4-5 years) |
| Healthy weight at year 6 (10-11 years) |
| Increase Immunisation uptake of MMR 2 doses by age 5 |
| Improve Child Development at 2-2.5 years |
| Take up of mandated reviews and assessments |
| Child's health surveillance or health promotion checks were up to date (in borough) |

2.5.2 Output measures will continue to have a minimum target of 95% in line with national requirements but with the expectation that 100% of children are seen at each mandated visit. Sustained and frequent contact is the expectation for those in vulnerable groups. The service currently visits these children on a monthly basis.

2.5.3 Breastfeeding targets remain a challenge in Oldham, however a significant amount of work is being undertaken to identify individual families to offer additional infant feeding support at the earliest opportunity.

2.5.4 Oral health has seen a significant improvement with rates of dental decay in 5 year olds reducing by of 16% since 2014/15. This puts Oldham as the fourth highest performing authority in Greater Manchester – previously ninth.

2.5.5 Child Development at 2-2.5 years is currently showing that the % of children reaching expected level of development is 86%. Oldham still has a significant performance challenge however in the number of children reaching a 'Good Level of Development' at the end of the Early Years Foundation Stage and Bridgewater's key contributory role in driving improvement is under close scrutiny. Furthermore the need to increase access to Family Learning in Children's Centres has been identified as an area for development.

2.5.6 Family Nurse Partnership is currently delivered as part of this contract and subject to a positive evaluation it is intended that the FNP service will be continued in line with the overarching Right Start contract.

2.5.7 The Right Start service is currently reporting increasing and unprecedented demand in relation to their high need / children at risk caseload. The service is also involved in a number of serious case reviews which is placing additional demand on the service. The organisation reports that this is significantly higher than the other boroughs they work in. It should be noted that the average caseload for health visitors in Oldham is c250-300 and for a school nurse 3,500.

2.5.8 As a result of the increased demand on the clinical teams Bridgewater have realigned a health visitor from the frontline to the safeguarding nurse team to support the increase in demand. However we should note that this in turn could have an impact on frontline capacity.

2.6 Care Quality Commission

2.6.1 Bridgewater Community Healthcare NHS Trust was subject to a CQC inspection in Autumn 2016. The overall grading was requires improvement, however it should be noted that there were no concerns reported in relation to the Oldham services at the time of inspection. Since the time of the last inspection Bridgewater has been working with commissioners and NHSI on a quality improvement action plan and appears to be making progress.

2.6.2 Subsequent to this, Bridgewater were subject to a CQC inspection in September 2018 and additionally, an in depth inspection of the 'well-led' domain within the NHS inspection framework. The CQC report has not yet been published.

2.7 Bridgewater Sustainability Review

2.7.1 As we know the Greater Manchester policy mandate resulting from the devolution deal is creating 10 new integrated care organisations, one for each of the 10 individual boroughs within the Greater Manchester footprint.

2.7.2 Bridgewater has been integral to the development of Wigan's system-wide solution for integration. As a result there will be a new Local Care Organisation (LCO) in place by the start of the financial year 2019/20 and at that point, services will transfer out of the Trust into the LCO.

2.7.3 In light of this development Bridgewater are working with their regulator NHSI during this process. The NHSI team has been meeting with Bridgewater and their key stakeholders to understand how Bridgewater's Quality and Place strategy aligns with commissioning organisations strategic intentions, as they complete a review of the sustainability of their clinical, operational and financial plans.

2.7.4 Oldham Council and CCG senior managers have been involved in this process and the results of the review are expected in December 2018. The overarching purpose of such a review is to ensure service continuity across the NHS at a time of significant change and any decision on an extension to the current contract will be informed by the outcome.

3 Wider system context in children's services and public health

3.1 Recent consideration and evaluation of Oldham's current approach to early intervention and prevention has exposed a need to fundamentally re-examine what we do and develop a whole system model. A review has commenced to develop a coherent strategic approach to early intervention and prevention.

3.2 This necessity has arisen as a consequence of rising levels of demand and need, the changing public service landscape and the consequent complexity that exists around activity that constitutes early intervention and prevention.

3.3 It should be recognised that the Right Start service 0-19 as described in section 1 of this report, and delivered by Bridgewater, provides the core universal preventative service for children and young people alongside the schools and early years settings education offer. As such these services should be considered in the context of a prevention strategy for the Oldham system as a key contributor given the mandated/statutory functions delivered on behalf of the Council.

3.4 The extension of the current contract does not prevent service development or remodeling in the event of Oldham adopting a more integrated preventative/early intervention offer

such as the Stockport Family model, or a move towards further integration of children's health services under Oldham Cares.

4 **Conclusion**

- 4.1 The performance against the contract with Bridgewater for the Right Start Service is good overall and improving. Bridgewater as an organisation is proactive in responding to change initiatives both locally and at GM level.
- 4.2 Bridgewater is an active member of the local ICO arrangements and the 'Alliance agreement' and has become a valued local delivery partner.
- 4.3 In considering the matter of the contract extension it would be prudent to await the outcome of the sustainability review before confirming any contract extension.

3 **Options/Alternatives**

- 3.1 Given the transformative nature of the Right Start model it was envisaged from the start that any provider organisation would take time to effect the structural changes necessary and that delivery over a five year period would give the best chance of success. Had provider performance been significantly below what was expected then this would have been addressed earlier however this has not been the case. Two viable options therefore are submitted for consideration.

3.2 **Option 1 – Extend the current arrangements for a period of one year for the period 1st April 2019 – 31st March 2020.**

This secures both the current service delivery and financial envelope for a further year and may be seen as a prudent option given the number of transformation programmes currently in play locally and may be seen to give the Council more flexibility than a two year contract arrangement would bring. It also allows for the outcome of the sustainability review into Bridgewater to be confirmed and any implications for future delivery be noted.

This option however does not give substantial assurance of business continuity to the provider and may limit the ability to introduce service developments during the contract term.

This option would still allow for a further one year extension for 2020/21 (subject to Cabinet approval) should this be in the Council's interests.

3.3 **Option 2 – Extend the current arrangement for a period of two years for the period 1st April 2019 – 31st March 2021.**

This secures both the current service delivery and financial envelope for a further two years. The suggested extension period would allow for the development of the approach to children and young people's services within Oldham Cares to unfold and the outcome of the current transformation programmes to be known prior to making a significant change to the provider model and wider patient pathways.

Given that the outcome of the sustainability review is not yet known and the development of approaches to the wider system of support to children and families this option may not give the Council the flexibility it may require.

4 **Preferred Option**

- 4.1 Option 1 – Extend the current arrangement for a period of one year for the period 1st April 2019 – 31st March 2020.
-

5 **Consultation**

- 5.1 This matter has not been subject to public consultation. There has been ongoing dialogue with the CCG who also commission related children's services.

6 **Financial Implications**

- 6.1 It is proposed that the existing contract with Bridgewater be renewed for a further one year period, from April 2019 to March 2020.
- 6.2 There are no adverse financial implications as a result of this proposal.
- 6.3 It should however be noted that there is a wider potential impact on the service with regard to unresolved premises/ accommodation issues relating to other Public Health contracts which could, depending on the outcome, have an overall detrimental impact on the financial position of the service, potentially requiring management actions to reduce the overall cost base. (Jenny Howarth/Gioia Morrison)

7 **Legal Services Comments**

- 7.1 Under Rule 17(1) of the Council's Contract Procedure Rules the Council may modify an existing contract and grant an extension provided there is a provision in the original terms and conditions of contract advertised at the time of tender to enable the Council to take up the option to extend the contract.
- 7.2 The narrative in the report refers to a CQC inspection of Bridgewater NHS Trust in 2016 and again in September 2018. The outcome of the latest in depth review of the overall delivery of services delivered by Bridgewater NHS Trust is awaited. Members may wish to consider the recommendation outlined in the report in the light of the published results. (Elizabeth Cunningham Doyle)

8. **Co-operative Agenda**

- 8.1 The Right Start model is a key element of the Council's drive to establish cooperative services, working in partnership with residents to achieve the best outcomes.

9 **Human Resources Comments**

- 9.1 N/a

10 **Risk Assessments**

- 10.1 This contract includes statutory services, therefore there is a risk that if the contract is not extended and alternative delivery arrangements cannot be put in place, that the Council would not be fulfilling its statutory responsibilities.

11 **IT Implications**

- 11.1 None

12 **Property Implications**

- 12.1 The current license agreements will need extending to align with contract end dates.

13 **Procurement Implications**

-
- 13.1 Provision exists in the original procurement exercise to extend this contract in line with the recommendations in this report. Strategic Sourcing therefore supports the recommendations in this report. (Neil Clough)
- 14 **Environmental and Health & Safety Implications**
- 14.1 The provider organisation is expected to comply with all relevant legislation.
- 15 **Equality, community cohesion and crime implications**
- 15.1 The Right Start model has a key element about reducing health and learning inequalities in Oldham and the Children Centre footprint on which the model is physically based was devised with a focus on tackling deprivation.
- 16 **Equality Impact Assessment Completed?**
- 16.1 No
- 17 **Key Decision**
- 17.1 Yes
- 18 **Key Decision Reference**
- 18.1 CHS-01-18.
- 19 **Background Papers**
- 19.1 Right Start Contract Award Report October 2015.
<https://committees.oldham.gov.uk/documents/b18131/Budget%20Proposals%20201617%20and%20201718%20Tranche%201%2019th-Oct-2015%2018.00%20Cabinet.pdf?T=9>
- 20 **Appendices**
- 20.1 None
-