

LONDON BOROUGH OF HAMMERSMITH & FULHAM

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Report to: Councillor Ben Coleman - Cabinet Member for Health and Adult Social Care

Date: 18/11/2021

Subject: Award of the 0-19 Public Health Nursing; Health Visiting and School Nursing Contract

Report author: Susan Hughes, Programme Lead

Responsible Director: Lisa Redfern Strategic Director of Social Care

SUMMARY

This report seeks approval to award the 0-19 Public Health Nursing contract to the Central London Community Healthcare NHS Trust (CLCH) to commence on 1 December 2021 following a robust procurement process.

RECOMMENDATIONS

That the Cabinet Member for Health and Adult Social Care:

1. Notes that Appendix 1 is not for publication on the basis that it contains information relating to the financial or business affairs of any particular person (including the authority holding that information) as set out in paragraph 3 of Schedule 12A of the Local Government Act 1972 (as amended).
2. Approves the award of a contract to the CLCH for the delivery of a high quality 0-19 Public Health Nursing service for Health Visiting and School Nursing in Hammersmith and Fulham for an initial five-year term commencing 1 December 2021 to 30th November 2026 (with the option to extend for up to a further period of 2 years). The total value of this contract over the five-year term is £21.78 million and £30.4 million over a possible 7 year term.

Wards Affected: All

Our Values	Summary of how this report aligns to the H&F Values
Building shared prosperity	The provider will link in with the development of new and emerging models in Children's Services and local community organisations to ensure positive health and wellbeing outcomes for children, young people

	and families.
Creating a compassionate council	Further enhancing our 0-19 offer will ensure that children are healthy and reach their potential and will give families greater choice and control over their lives. The provider will work flexibly so that children and families are not constrained by service need or setting. The 0-19 service will be delivered with full recognition of what our children and young people, and those who serve them, have fed back they want to see.
Doing things with residents, not to them	The provider will work in partnership with Commissioners to ensure that coproduction with residents is at the heart of ongoing service improvement to ensure that their needs are being met and respond well in preparation for any changes of need. Hearing from service users directly and regularly will be part of the contract management of this service. The new specification was developed following extensive consultation with service users and stakeholders; as well as the completion of a comprehensive refresh of the Children and Young People's Needs Assessment; and reference to statutory and other best practice guidance from several local authorities.
Being ruthlessly financially efficient	We have changed how we invest in line with other similar boroughs. Through this procurement, the council has secured a service that evidences value for money and will provide further efficiencies over the lifetime of the contract. The new service will have a stronger focus on greater prevention and early identification by improving referral pathways into Children's and Adult Services. The experienced provider will deliver a service that will improve outcomes for children and families and ensure efficiencies in delivery.
Taking pride in H&F	Quality provision in collaboration with other services and focussing on prevention and early intervention will ensure positive health and wellbeing outcomes for all children and their families. As a result, they can take pride in the Borough that they live in.
Rising to the challenge of the climate and ecological emergency	The provider will be monitored to ensure delivery against environmental outcomes outlined in their social value commitment. This includes newer ways of delivering this service as a result of COVID-19; for instance; less travel of staff due retaining appointments virtually where appropriate.

Financial Impact

The following table provides a breakdown of the annual value of the contract. On the anniversary of the first year of the contract, the annual value will reduce by 4% (£180,000) from £4,500,000 to £4,320,000 and will remain at this annual sum for the remainder of the contract term up to possible seven years. The total contract price over the five-year term will be £21,780,000 and £30.420,000 million over a possible 7 year term. It is expected that the provider will put in place efficiencies to offset any inflationary pressures.

Contract year	Annual value
Dec 21 – Nov 22	£4,500,000
Dec 22 – Nov 23	£4,320,000
Dec 23 – Nov 24	£4,320,000
Dec 24 – Nov 25	£4,320,000
Dec 25 – Nov 26	£4,320,000
Dec 26 – Nov 27	£4,320,000
Dec 27 – Nov 28	£4,320,000
Total maximum cost for the initial contract term (five years)	£21,780,000
Total maximum cost for the contract (five+potential two years)	£30,420,000

This service is currently fully funded from the ringfenced Public Health Grant and will continue to be fully funded from this grant on completion of the re-procurement.

The 2021/22 budget process included expected savings from this re-procurement which will be delivered through the full year effect of the annual contract sum. As the contract has only a part year savings effect the additional 2021/22 costs will be managed through other mitigations. The additional savings in year two will free up Public Health grant to be reinvested in other areas of Public Health to deliver on Public Health priorities in Hammersmith & Fulham.

Legal Implications

This report seeks approval for the award of a contract to the current providers, Central London Community Healthcare NHS Trust for public health nursing to 0-19-year olds in the borough. The contract is due to commence on 1st December 2021 and to last for an initial period of 5 years with the option of extending it for a further period of 2 years. The total value of the contract for the first 5 years is £21.78m and £30.4 million up to possible 7 year term.

The services fall within Schedule 3 of the Public Contracts Regulations 2015. As such, the procurement was subject to the light touch regime. There were limited statutory mandatory requirements to publish a contract award notice, to carry out a procurement and to comply with general principles of transparency, equal treatment, non-discrimination and proportionality. This report confirms that those requirements have been met. In addition, although not strictly required, the Crown Commercial

Services' guidance recommends observing a standstill period between the award of the contract and entering into the contract.

Under the Council's Contract Standing Orders, the contract is a High Value Contract ('HVC'). The Cabinet Member has authority to approve the decision to award. As the award is for a contract in excess of £300,000 and a Key Decision, the report must be submitted to Committee Services for publication on the Council's website. The award decision cannot be implemented before the expiry of the call-in period.

The Council's Social Value Policy applies to new contract awards and so to the award to CLCH. Social Value must form part of the evaluation of the award criteria. A minimum of 10% of the overall score must be attributed to social value.

The contract must be signed as a deed (CSO 15.6.2 which provides that contracts with a value of £100,000 or more must be executed as deeds).

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Background Papers Used in Preparing This Report

Cabinet report on 1 February 2021 seeking approval to commence the 0-19 Public Health Nursing Services Procurement.
Summary of providers, service users and stakeholders engagement.

DETAILED ANALYSIS

Proposals and Analysis of Options

1. The 0-19 Public Health Services programme for health visiting and school nursing, is currently delivered by the Central London Community Healthcare NHS Trust (CLCH). This contract is due to expire on 31 August 2021.

2. Approval was sought by Cabinet on 1 February 2021 directly award a contract to the CLCH up to 31 August 2021 and also to carry out a transparent competitive procurement which took place over 5 weeks in April and May 2021 to procure an external provider that would deliver the following functions:
 - Function One: Delivery of Health Visiting (0-5) including integrated delivery of Maternal Early Childhood Sustained Home Visiting (‘MECSH’) targeted prevention (0-2);
 - Function Two: Delivery of the school nursing service (5-19 and 19-25 with SEND)
3. Following the original deadline of the Public Health Nursing Service procurement, the social value element of the procurement had to be reopened because the mandatory 10% social value requirement was not clearly stated in the original tender documentation. Therefore, in August 2021, all tenderers were given the opportunity to resubmit the social value element of their bids.
4. A waiver of the usual tendering requirements of the council’s Contract Standing Orders was approved by the Director of Resources on 18 August 2021 to direct award the incumbent provider (CLCH) until 31 October 2021 (up to the potential date of 31 December 2021) in order to ensure the continuation of the 0-19 service and to allow commissioners to complete the assessments of any resubmitted social value bids to bring the procurement to a close, to award and sufficiently mobilise the new contract to commence at the end of the direct award period.

Options

5. Do Nothing - Not recommended

This is not deemed as a viable option as the current contract is due to expire and would result in Hammersmith & Fulham not having a contract in place for delivery of Health Visiting and School Nursing services. Local Authorities have mandated responsibilities under the Health and Social Care Act 2012 to ensure the delivery of universal and targeted Health Visiting Services to the eligible whole child population cohort. Clinically governed provision for the delivery of these services must be identified and commissioned by local authorities.

6. To award a 5-year contract to the CLCH following a robust procurement process – Recommended

This option is recommended as it will ensure vital and long-term existing provision, which can adapt to the continuously changing environment arising from Covid-19. It will continue to support some of Hammersmith & Fulham’s most vulnerable children and their families.

It will ensure that we invest in line with other similar boroughs and shift towards greater prevention and early identification by improving referral pathways into Children’s and Adult Services and other local priorities.

The delivery of the new service model is also expected to be a key driver of financial savings for the council in the medium term. The service will promote improved outcomes along with increased value for money. This model will realise significant savings through:

- a reduction in duplication,
- streamlined pathways,
- integrated management structure,
- development of skill mix and
- improved prevention of health and social care in the community, resulting in reduced needs in Social Care.

Procurement process and method

7. The chosen procurement route taken was considered the best commissioning option to enable the council to achieve its strategic objectives for the 0-19 Public Nursing Service. The duration of contract is considered to offer sufficient time to embed and build a service which can make meaningful and measurable changes in population health and wellbeing.
8. Due to the relatively small size of the market and indications noted during the market engagement event the Procurement Strategy had recommended using the one stage Open procedure procurement route. Tenders were to be evaluated using a quality/price ratio of 70:30 with the contract awarded to the tenderer who submitted the most economically advantageous tender (MEAT).
9. The contract is to be let on the basis of an initial term of five years with the council being entitled at its absolute discretion to extend the contract term for a further period or periods of up to two years, making a maximum total contract period of seven years.
10. A Contracts Notice was published on the UK's new e-notification service, Find a Tender (FTS), on 31 March 2021. The opportunity was published on CapitalE sourcing (prj_17768), the procurement portal used by the council, on 2 April 2021. Also, on this date further notice of the procurement opportunity was published on Contracts Finder.
11. Fifteen providers expressed an interest on CapitalE Sourcing. Three tenders were received by the closing date.
12. Following the original deadline of 7 May 21, the social value element of the procurement was reopened because the mandatory 10% social value requirement was not clearly stated in the original tender documentation. Accordingly, tenderers were invited to submit both revised quantitative and qualitative offers, the former on the Social Value portal and the latter on CapitalE sourcing. Tenderers were given two weeks to resubmit with a closing date of 12 noon on Friday 30th July 2021. Tenderers who did not submit revised social value submissions had their original submissions evaluated.

Technical evaluation weighting:

Technical questions areas and respective weightings	
Question area	Weighting
Implementation Plan	15
Service Development and Continuous Improvement	10

Partnership Working	12
Service Plan for Data Management	10
Staffing	10
Responding to Need and Coproduction	10
Health and Safety	11
Social Value Questionnaire (submitted on the Social Value portal)	7.5
Social Value Delivery Plan	7.5
Coproduction and Social Inclusion	7
Business Continuity Plan (not evaluated)	0
Total	100

Social Value scoring:

It is a requirement that all contracts let by the council with a value above £100,000

Social Value Quantitative submission scoring	
Tenderer	Social value quantitative score (out of 7.5)
Central London Community Health NHS Trust	7.50
Tenderer B	7.45
Tenderer C	6.41

13. The highest value commitments from the winning tenderer are as follows:

- local direct employees (FTE) hired on contract** – Their revised delivery model for the new contract will require a staff complement of 66.14 FTE i.e. 16.37 FTE more than identified on the TUPE list. Half of the 0-19 staff working in H&F live within the borough, based on postcode analysis (NW, W and SW). They anticipate that their revised staff complement 50% will live in H&F. All will be in place for contract commencement and on permanent contracts, some full-time and some part-time. Their social value offer is half of the additional FTE of 16.37, or 8.18 FTE. These resources will work across the initial 5-year term.
- Apprenticeships** – The Provider has an established apprenticeship programme. From year 2, they will have 2 apprentices within the H&F service, a combination of:
 - Business Administrator Apprenticeship, Level 3 Business Diploma.
 - Nursing Associate Apprenticeship, Foundation Degree (DSc)
 - Specialist Community Public Health Nurse Apprenticeship, PgDip, either School Nursing or Health Visiting)
 - Potential partners include University of West London, South Bank University.
- Support for vulnerable people** - Throughout the contract, their Volunteering Team will provide expert help to recruit and organise volunteers to deliver supplies, medication and essentials to vulnerable people and to provide a befriending service for the socially isolated. Support required (recruitment/DBS checking/monitoring volunteers' wellbeing/rota management) will equate to 5 hours per week.

28. Social Value commitments will be monitored through the social value portal, but the contract manager will be responsible to address any shortfalls and address them as part of the contract monitoring process.

Final scoring

29. A summary of the scores awarded to each of the three tenders is shown in the table below.

Compilation of Technical and Commercial scoring			
Tenderer	Technical score	Commercial score	Total score
Central London Community Health NHS Trust	51.52	24.67	76.19
Tenderer B	48.69	25.23	73.92
Tenderer C	40.61	30.00	70.61

30. On the basis of a most economically advantageous tender evaluation methodology it is recommended that the contract is awarded to Central London Community Health NHS Trust.

Contract price

31. The contract price will be £4.5 million for the first year of the contract. Thereafter it will be reduced by £180,000 to £4.32 million over the remaining years. The total contract price over the five-year term will be £21,780,000 and £30.420,000 million over a possible 7 year term.

Contract mobilisation

32. As part of their commercial submission tenderers were required to submit an Implementation Plan detailing the measures they will implement from when the contract is awarded until six months after the contract commencement date in a phased approach. The Implementation Plan submitted by the CLCH was formulated on the basis that they are the incumbent provider of the service. Officers consider their Implementation Plan is achievable and will allow for the new contract commencement date.

33. Following the award of contract a project group will be formed where officers from Commissioning and operations will work closely and meet regularly with representatives from the CLCH to ensure the milestones and key dates included in their Implementation Plan are achieved and there is a seamless transfer to working arrangements under the new contract.

Reasons for Decision

34. Local Authorities have mandated responsibilities under the Health and Social Care Act 2012 to ensure the delivery of universal and targeted Health Visiting the whole child population cohort. Clinically governed provision for the delivery of these services must be identified and commissioned by local authorities.

35. Following a robust procurement and assessment process it is proposed the contract will be awarded to the provider who submitted the most economically advantageous tender (MEAT).

36. By awarding a 5 + 2 year contract to CLCH this will ensure that the following children's public health priorities are achieved:

- To provide targeted and universal health visiting services, including the Healthy Child Programme for 0-5 years, and five mandated health visiting reviews from antenatal stage through to when a child is 2.5 years.
- To provide targeted and universal school nursing provision for all schools including academies and free schools. This includes the Healthy Child Programme 5-19 years and the mandated National Child Measurement Programme (NCMP) at reception and year 6. School health teams will be aligned with Early Help Localities to improve multidisciplinary working. School health teams will participate in a "Team Around the Family" and "Team Around the School" approach.
- To provide an accessible and engaging 0-19 (25) years Healthy Child Programme of universal and targeted services which use a preventative approach to improve outcomes for children, young people and families in Hammersmith and Fulham.
- To provide a full-service offer which includes but is not limited to universal access, early response to needs, and timely access to support and/or referral to specialist services for children and young people.
- Improve health outcomes and reduced health inequalities contributed to by health visiting and school nursing teams through specialist knowledge, skills, professional judgment, autonomy and leadership.
- Improve health of all children, young people and families in the borough through a universally offered and accessible to all healthy child service.
- Ability for every child, young person and family, and all the services who work with them, to know what the H&F Healthy Child service is and be able to access the right support at a time and in a place that meets their needs.
- To make use of current and new technology to maximise reach and accessibility to residents.
- To ensure local delivery and responses which ensure the greatest health improvements will be seen with those with greatest need so that health inequalities are reduced.
- To ensure that families will be supported to give children the best start in life based on current evidence of '1001 Critical Days: The Importance of the Conception to Age Two' as a foundation stage on which build support in the early years and beyond.
- To ensure that families are enabled to provide a secure environment and lay down the foundations for emotional resilience and good physical and mental health through expert advice and support.
- That the needs of children, young people and families identified at an early age, and health improvement and preventive health support embedded within the support they receive.

- That children are enabled to be ready to learn at age 2, be ready for school by age 5, and be able to achieve the best possible educational outcomes.
- That children, young people and families are supported to navigate the health and social care services to ensure timely access and support.
- To provide a service which works in partnership with local communities to build community capacity demonstrating population value, utilising asset-based approaches, best use of resources and outcomes and ensuring effective use of community-based assets.
- To provide a service which works in partnership with other professionals, stakeholders and services ensuring care and support helps to keep children and young people healthy and safe within their community.
- To provide support to the lead commissioned service for childhood immunisations and vaccinations in Hammersmith and Fulham. Such services are outside the scope of the Service Specification and their provision must not be to the detriment of services commissioned by the Authority. Whilst the immunisation programme delivery sits outside of the scope of the Service Specification, the Provider will work closely with the NHS England commissioner and the Authority to promote high uptake of immunisations for children and young people and help support vaccine and immunisations hesitancy in families.
 - Where appropriate and required, and in relation to the contract or facilitation of NHS school-based immunisations, School Nurses and Health Visitors will have sound knowledge of effective storage including effective cold chain and administrative protocols that reduce vaccines wastage to minimum reflecting PHE national protocols:
 - Health visitors and school nurses will have a key role in promoting and educating the public on the importance of self-care and sign posting them to resources and local services as part of a holistic approach. Nurse prescribing will enhance the health visitor and school nurses ability to support families to manage minor illnesses and reducing hospital admissions (high impact area 5). This can include managing symptoms and providing medication knowledge to enhance advice and support. Nurse prescribing will support:
 - increasing compliance to reduce hospital and GP attendances;
 - reducing school absences; and
 - opportunistic vaccinations where appropriate
 - The provider will ensure that an appropriate proportion of the workforce will complete this training in order that any pilots or requirements regarding nurse prescribing can be implemented during the lifetime of the contract.
- To provide a service which is high quality, accessible and promotes social inclusion, equality and respects diversity.
- To ensure a service that Identifies children, young people and families early and uses additional evidence-based preventive programmes to promote and protect health in an effort to reduce the risk of poor future health and

wellbeing.

- To provide a service which contributes to supporting vulnerable children and safeguarding children and young people.

Equality Implications

37. A full Equalities Impact Assessment was carried out as part of the approval of the 0-19 Public Health Nursing procurement strategy. There are no anticipated negative implications for groups with protected characteristics, under the Equality Act 2010, by the approval of the 0-19 Public Health Nursing contract award outlined in this report.

Risk Management Implications

38. This procurement is in line with the agreed strategy to ensure that a high-quality service can be delivered at the best cost to taxpayers with the contract awarded to the tenderer who submitted the most economically advantageous tender. This is in line with the Council's priority of being ruthlessly financially efficient.

39. Appropriate independent checks were made on the economic and financial standing of all tenderers, taking account of the value and length of the contract.

40. An appropriate implementation plan is in place to allow for the contract to commence without disruption to the service provision.

Implications verified by: David Hughes, Director of Audit, Fraud, Risk and Insurance, 07817 507 695

Climate and Ecological Emergency Implications

41. The Council has committed to making the borough net zero carbon by 2030. It aims to reduce greenhouse gas emissions throughout its supply chain by awarding contracts to suppliers with track records of reducing carbon and commitments to doing so in the future, and by working with existing suppliers to reduce emissions. The successful provider will seek to reduce carbon emissions from their assets and operations, within the contract, in their back office and in their supply chain.

42. The Provider will be monitored to ensure delivery against environmental commitments outlined in their service offer. This includes the following:

- **Car miles saved** - through retention of home working (if appropriate) and Trust incentives for cycling, cycle storage and changing facilities, the provider estimates 15 journeys saved/workday, each a 20-mile return journey, from contract start.
- **Vehicle emissions** - electric charging will be installed at the providers operating bases by end of summer 2021, their vehicle fleet is being electrified over 3 years and the plan to incentivise staff to electrify salary sacrifice vehicles. This will impact 6 vehicles at launch, rising to 10 vehicles over the contract, averaging 10,000 miles/vehicle.

- **On-site energy efficiency** - conversion of gas boiler to ground source heat pump at their main local base (Parsons Green) will remove 446kWh gas consumption PA or 82 tCO₂e from year 3.
- **Carbon reductions: energy efficiency** - energy efficiency measures being implemented at Parsons Green in 2021/22 will save 2.31 tCO₂e from year 1.
- **Waste recycling** - through a partnership with Teracycle they anticipate recycling a tonne of PPE waste/quarter from year 1.

Implications verified by: Hinesh Mehta Strategic Lead – Highways, Parks and Waste

Procurement implications

43. The results of the evaluation process have been verified against the e-tendering system by Abigail Garraway – Strategic lead Health and Social Care.

Digital Services Implications

44. IT Implications: There are no IT implications resulting from this report.

45. IM Implications: A Privacy Impact Assessment will need to be completed to ensure all potential data protection risks in relation to this proposal are properly assessed with mitigating actions agreed and implemented.

46. The contract arising from this report will need to include H&F's data protection and processing schedule. This is compliant with the General Data Protection Regulation (GDPR). The supplier will be expected to have a GDPR policy in place and all staff will be expected to have received GDPR training.

Implications completed by: Karen Barry, Strategic Relationship Manager, Tel: 020 8753 3481

Local Economy and Social Value

47. Central London Community Health NHS Trust has committed to 10.18% social value, which meets the Council's 10% minimum requirement. Main social value commitments are around creating local jobs and apprentices for residents. There are also commitments that contribute to the climate change agenda, which are covered in the climate and ecological emergency section of this report.

48. The qualitative assessment was scored at 60/100 by commissioners. The method statement submitted by the winning bidder provides information, which addresses the required elements of the question. It provides a methodology and relevant supporting information including timeframes of delivery and some details of how they intend to deliver initiatives proposed. However, the response contains some minor concerns where further details and breakdowns would be beneficial. Overall, the proposal provides confidence that delivery of the outcomes will be to an acceptable standard.

49. It is recommended that commissioners and contract managers will work with the Council's Social Value Officer to develop a delivery plan with the contractor. Central London Community Health NHS Trust will be required to set targets on

Social Value Portal for effective monitoring and will be responsible to pay the relevant fee, as per the Instruction to Tender document published at the tender stage.

50. It is recommended that Commissioners will work closely with Legal Services to ensure appropriate social value clauses are included in the contract, so that the Council can enforce its right to compensation if social value commitments are not delivered.

Implications completed by Ilaria Agueci, Social Value Officer tel. 0777 667 2878

Consultation

51. The service specification was developed following extensive consultation with service users and stakeholders; the completion of a comprehensive refresh of the Children and Young People's Needs Assessment; and reference to statutory and other best practice guidance from several local authorities.

LIST OF APPENDICES

Appendix 1 – Exempt Information