

**CABINET**  
**13 DECEMBER 2018****COMMISSIONING A PREVENTION AND EARLY INTERVENTION SERVICE FOR CHILDREN AND YOUNG PEOPLE**

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**Relevant Cabinet Members**

Mr A C Roberts, Mr J H Smith

**Relevant Officers**

Director of Public Health, Director of Children, Families and Communities

**Recommendation**

- 1. The Cabinet Members with Responsibility for Health and Wellbeing, and Children and Families recommend that Cabinet:**
  - (a) considers progress regarding the development, transformation and procurement of an integrated prevention and early intervention service for children and young people;**
  - (b) approves a revised procurement timetable (including arrangements to ensure interim service provision) to enable a full assessment of the impact of the current environment, and completion of a needs assessment to inform service design, prior to commencing procurement by March 2019 with a view to awarding the contract by January 2020; and**
  - (c) delegates authority to approve the final specification, tendering and contractual decisions including award to the Director of Public Health in consultation with the Director of Children, Families and Communities and the Cabinet Members with Responsibility for Health and Wellbeing and Children and Families.**

**Background**

2. In November 2015, Cabinet agreed the commissioning of an integrated prevention and early intervention service for children and young people and their families. The service design was developed from an Early Help Needs Assessment completed in 2015, which identified poorer outcomes than expected, persistent inequalities, rising demand, and fragmented services. The service specification gave an evidence-based approach, to identify risk factors and issues early as they emerge, and provide extra support at intensity according to identified need. The services in scope were the range of 0-19 Public Health Nursing Services (Health Visiting, Infant Feeding, Intensive Home Visiting and School Nursing) which are statutorily required and the Parenting and Family Community Support Services (including some of the baby and children's groups

run at Children's Centres, recruiting and supporting local volunteers to get involved with these groups, and targeted parenting programmes run by professionals).

3. In June 2016, Cabinet approved a revised plan within the available reduced budget envelope, by varying and extending existing contracts from 1 October 2016 up to 31 March 2019. During this period transformation work would continue with providers to move towards implementing the model set out in the service specification.

4. In October 2016 the contract value of 0-19 Public Health Nursing services were reduced by 10% following reductions to the Public Health Ring Fenced Grant. The Early Help contracts were reduced to £1.5 million in total, and the service specification amended to provide parenting support and community capacity building across the county from December 2016.

5. Progress to date indicates some evidence of improvement and stability during the past 2 years. There have been moves towards better integration, skill mix, targeted delivery, use of volunteers, use of digital tools, and more systematic use of validated parenting programmes. Officers have been preparing to go to market again in order to place a new contract for a new Prevention and Early Intervention Service for children and Young People from March 2019, building on the improvements in the 2016 service specification. However this timetable has been reviewed in the light of a changing environment as outlined below.

6. Worcestershire Children's Services was subject to a full Safeguarding Inspection in October 2016, and, following an 'inadequate' inspection rating now has a full service improvement plan in place. On 29 March 2018, Cabinet agreed to the development of a wholly owned council company, Worcestershire Children First, to deliver children's social care. The objective is to ensure that Services will be performing well, the Company will have a positive platform from which to sustain the improvement and this will lead to better outcomes for children and young people.

7. In February 2018, Cabinet agreed a need to strengthen, develop and deliver services to meet the needs of children, young people with Special Educational Need and/or a Disability (SEND) and their parents and carers. They approved a SEND Strategy. The Strategy, supported by an improvement plan, is driving a programme of work and greater integration of services to better identify children and young people with SEND. This is in addition to assess and meet their needs, providing support and services that are effective and improve outcomes.

8. There have been changes in the NHS landscape too, with the emergence of the Herefordshire and Worcestershire Sustainability and Transformation Partnership and the early development towards Integrated Care Organisations. A new Local Maternity System Plan (LMS) to improve maternity services provision and outcomes for mother and baby is being implemented. This will include the provision of community maternity hubs, changes in midwifery practice and care pathways that may impact on the new Prevention and Early Intervention Service for Children and Young People.

9. In light of this changing environment a number of interdependencies have been identified in relation to the original procurement timescale:

- Full and sustained implementation of Children's Social Care Service Improvement Plan

- Preparation to establish the wholly owned company in shadow format by 1 April 2019, with the go-live date moving to the 1 October 2019
- Delivery of the SEND Improvement plan
- Development and implementation of refreshed Education and Early Years Strategies
- Implementation of a revised Local Maternity Plan.

10. It is therefore proposed to accommodate these circumstances outlined in paragraphs 6-9 above in the new procurement arrangements.

11. The contract value will be up to £9.3 million annualised budget for 2019-2020 funded by the Public Health Ring Fenced Grant. Given the value, the procurement activity will need to follow processes as designated in the Public Contract Regulations 2015. The resultant contract will be flexible on value and deliverables to accommodate any changes required once the future of the Public Health Ring Fenced Grant is made clearer.

12. This should minimise any disruption to current trajectories of improvement. An initial market engagement event was held in June 2018. Since then providers and stakeholders have been informed of reasons for delay in the tender process by two position statements. These include an explanation for adjustment to the procurement timetable and plans for procurement to start no later than March 2019.

13. By March 2019, there will be completion of a new extended Early Help Needs Assessment updating a previous design from 2015, determination of an affordable and cost effective service model going forward and consideration of the full range of suitable procurement options. Initial discussions have been held with current providers to explore in principle, extension to current arrangements. This will ensure service stability through the transition to new arrangements secured through the procurement.

### **Legal, Financial and HR Implications**

14. The Prevention and Early Intervention Service for Children and Young People will allow the Council to meet its duties with regard to improving the health and wellbeing of children and young people and reducing inequalities as defined under the Childcare Act 2006 and the Health & Social Care Act 2012. This is in addition to meeting its statutory responsibility to deliver and commission public health services for children and young people aged 0-19 years (as set out in Health and Care Act 2012 and 2015 Regulations for Universal Health Visitor reviews).

15. The annual budget for this service will be funded from the Public Health Ring-Fenced Grant. However, this may be subject to change following the forthcoming comprehensive spending review and expected further announcements about the Grant will clarify its longer term future and allocation.

16. The legal, financial and human resource implications will be further understood through the procurement process. However, the services currently in scope are all delivered by third parties so there are no direct HR implications for the Council.

## **Privacy and Public Health Impact Assessments**

17. This will be a service that will have a significant impact on public health outcomes for children and young people which are being assessed as part of the refreshed Early Help Needs Assessment. A full Public Health Impact Assessment will be undertaken as part of the procurement process.

## **Equality and Diversity Implications**

18. The Council is required to have "Due Regard" to the three Public Sector Equality Duty aims when planning and procuring this service. Equality Impact analysis will therefore be undertaken in respect of the service specification. This will ensure that we have due regard to its impact in promoting equality of opportunity in the lives of relevant protected groups.

## **Contact Points**

### County Council Contact Points

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### Specific Contact Points for this report

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## **Background Papers**

In the opinion of the proper officer (in this case the Director of Public Health) the following are the background papers relating to the subject matter of this report:

- Appendix 1: 19 November 2015 Cabinet Report:  
<http://worcestershire.moderngov.co.uk/mgAi.aspx?ID=2749>
- Appendix 2: 2015 Early Help Needs Assessment -  
[http://www.worcestershire.gov.uk/download/downloads/id/9394/2015\\_early\\_help\\_needs\\_assessment.pdf](http://www.worcestershire.gov.uk/download/downloads/id/9394/2015_early_help_needs_assessment.pdf)
- Appendix 3: 16 June 2016 Cabinet report:  
<http://worcestershire.moderngov.co.uk/ieListDocuments.aspx?CId=131&MId=1174&Ver=4>
- Appendix 4: 16 July 2015:  
<http://worcestershire.moderngov.co.uk/documents/s6667/Cab%2020150716%20PHRFG.pdf>
- Appendix 5: 12 July 2018:  
<http://worcestershire.moderngov.co.uk/documents/s16508/7.%20SEND%20Action%20Plan%20final%2028th%20June%20MASTER.pdf>