

Decision Note – Children & Young People’s Sexual Assault Referral Service



REQUEST FOR DECISION BY THE STAFFORDSHIRE COMMISSIONER

	Policing:	Crime:	Fire & Rescue:
This decision relates to:		X	

APPROVAL (for completion by Staffordshire Commissioner only)

Rationale for approval

STAFFORDSHIRE COMMISSIONER

Signature

Date 31.07.21

Date decision required by: 30th July 2021

If an urgent approval is required, please state reasons:

For completion by Staffordshire Commissioner's Office only:-

Decision Number: SCP/D/202122/003

Date Received: 14 October 2021

	Yes	No
Has the required decision been considered under the guidance of the Staffordshire Commissioner's Decision Making Policy?	X	
Has the required decision been deemed to be a Key Decision as defined within the Staffordshire Commissioner's Decision Making Policy?	X	
Who is empowered to make the required decision? Staffordshire Commissioner		

Title	Contract Award – Children & Young People's Sexual Assault Referral Service
<p>Summary:</p> <p>This report seeks to gain support for the NHS approval of the award of the Children and Young People Sexual Assault Referral Service to Mountain Healthcare Ltd, following a successful tender exercise. This will commence once the current contract comes to an end on the 31st January 2022.</p> <p>A regional Children and Young People Sexual Assault Referral Service (CYPSARS), which covers four police force areas (Staffordshire, West Midlands, West Mercia and Warwickshire) has been co-commissioned by NHS England and NHS Improvement (lead commissioners).</p> <p>The CYPSARS is a specialist service for those who are victims of rape or sexual assault or where there is suspected sexual abuse, who are under the age of 18 (up to 25 years for young people with learning disabilities).</p> <p>The service will commence 1st February 2022 and end 31st January 2028. This timeline includes relevant clauses for an agreed extension of 2 years.</p> <p>The total contract value for the 6 year term is £13,188,768, including a non-recurrent mobilisation cost of £18,832.50. The cost to Staffordshire over the 6 year period is £529,621 which includes the non-recurrent mobilisation cost of £2,824.88. The table below (section 1) shows the annual partner contributions for the service.</p>	
<p>Recommendation:</p> <p>To support the award of the Children and Young People Sexual Assault Referral Service to Mountain Healthcare Limited from 1st February 2022.</p>	

Chief Executive

I hereby approve the recommendation for consideration.

Signature

Date 23.07.21

**REPORT AND ADVICE TO THE STAFFORDSHIRE COMMISSIONER****1. Introduction and background**

The CYPsARS is a regional service co-commissioned by the 4 PCCs and NHS England. NHS England are the lead commissioners. The service delivers a comprehensive holistic children and young people's sexual assault referral service covering both acute and non-acute cases for those up to the age of 18 and where appropriate young people with learning disabilities up to the age of 25. The current contract ends 31st January 2022.

The CYPsARS tender commenced in late 2019 but was paused in 2020 to enable providers and commissioners to focus on the health response to the Coronavirus pandemic. It recommenced in February 2021. An open tender process was undertaken, with support from Arden and Greater East Midlands Commissioning Support Unit. 1 bid was received from Mountain Healthcare Limited (the current service provider).

A Procurement Steering Group directed and maintained oversight of the procurement process. All co-commissioners were represented along with AGEM CSU procurement leads, a project coordinator and police tactical representatives. A multi-agency and multi-disciplinary evaluation panel, including subject matter experts has reviewed the Mountain Healthcare bid and determined that quality and financial requirements have been met.

A funding formula (% split) to proportion the cost of the service across all co-commissioners was agreed at the start of the tender process. The total cost of the service across all available 6 years of the contract is circa £13.2 million (excluding VAT and mobilisation costs).

A guide bid price was included in the tender of £2.3 million per annum, which includes an annual 1.5% service improvement / service development (CQUIN¹) payment. Compared with the advertised estimated service cost the submitted bid provides a total saving across all co-commissioning partners of £630,000 (excluding VAT², inflation and CQUIN payments) across the 6 years of the contract. There is a non-recurrent mobilisation cost of £18,832.50 to cover new Forensic Science Regulator (FSR) requirements (registration and initial accreditation), which has been proportioned in the same way as service costs. This cost will be met by the OPCCs.

The table below details the % split and the funding contributions sought from each of the commissioners.

¹ Commissioning for Quality and Innovation (CQUIN) payment framework enables commissioners to link a proportion (%) of providers' income to the achievement of quality improvement goals. In 2020/21 this was set at 1.25%.

² As a healthcare service this is reclaimable by NHS E/I.

PCC / NHS	Split %	Year 1 £	Year 2 £	Year 3 £	Year 4 £	Year 5 £	Year 6 £	Total £	Mobilisation £
NHS England	73	1,613,571	1,600,096	1,600,096	1,600,096	1,600,096	1,600,096	9,614,053	n/a
W. Mids	14	309,452	306,868	306,868	306,868	306,868	306,868	1,843,791	9,792.90
W. Mercia	7	154,726	153,434	153,434	153,434	153,434	153,434	921,896	4,896.45
Staffordshire	4	88,415	87,677	87,677	87,677	87,677	87,677	526,797	2,824.88
Warwickshire	2	44,207	43,838	43,838	43,838	43,838	43,838	263,399	1,318.28

The CYPsARS will be a mixed Forensic Doctor and/or Forensic Paediatrician and Nurse Examiner led (13yrs+ only) service.

The service will continue with the 'hub and spoke' model, which is in accordance with NHS England's Commissioning Framework which recommends that the service model for meeting the needs of the child or young person who has been sexually assaulted, raped or abused is to deliver services through a managed clinical network which has acute forensic examination and care delivered at a SARC Hub with referral pathways in place to local paediatric services for support and follow-up care where these are needed i.e. 'spoke'.

The Hub will be available 24/7, 365 days a year including public holidays. The CYPsARS as a minimum will deliver the following:-

- Choice of gender of clinician, where applicable;
- Access to a dedicated freephone telephone number;
- A timely risk assessment including mental health, risk of self-harm, sexual exploitation, vulnerability and sexual health;
- Access to short term psychological therapeutic services;
- Direct access or referral into other specialist services, at the child or young person's request, including CHiSVAs, counselling;
- Provision of testing for pregnancy, sexually transmitted infections, Hepatitis B and C and HIV, and vaccination for Hepatitis B;
- Access to emergency contraception and post-exposure prophylaxis after sexual exposure (PEPSE);
- Referral into appropriate services to support any ongoing physical or mental health needs.

The regional Hub (acute) is the Horizon Sexual Assault Referral Centre in Walsall. This is an established, dedicated and specialist service with a team of expert staff available 24 hours a day, seven days a week.

It is an integrated service with specialist facilities and staff providing a level of expert support. Pathways from the Hub run back into local age appropriate specialist and Spoke services to enable the child or young person to access local counselling, CHiSVA and sexual health services. Children and young people aged 16 and 17 can opt in to the adult service at Grange Park, Cobridge should they wish.

The following Spoke sites will provide non-acute elements of the service and will operate 9am - 6pm weekdays ensuring as a minimum one clinic per day, rotating across the region:

- Grange Park SARC (Cobridge, Staffordshire)
- The Blue Sky Centre SARC (George Elliot Hospital, Warwickshire)
- The Glade (Bransford, Worcestershire)

- Birmingham Children's Hospital

As such, the Spoke service for Stoke on Trent / Staffordshire will remain at Grange Park in Cobridge. This service is available for all non-acute and historic cases of sexual assault and ensures a local service continues to be available for children and young people. Grange Park also delivers the Adult SARC service.

2. Issues for consideration

There is no alternative local provision to which children and young people who are victims of serious sexual assault and rape can be referred to, should this contract not be awarded.

Mountain Healthcare currently has 3 warning notices on the West Midlands CYPSARS from the CQC. They have appealed and on the back of the evidence provided the CQC have removed the report from the website and have agreed to a re-inspection (date tbc). Mountain Healthcare produced a detailed action plan which is monitored monthly and the majority of the actions have now been implemented. There are no commissioner or nursing/quality concerns that would prevent contract award.

The service proposed will be a mixed Forensic Doctor and/or Forensic Paediatrician and Nurse Examiner led model. This remains something the Royal College of Paediatricians continues to contest and is contrary to their guidance, however this model was agreed by the Region when Mountain Healthcare took over interim service delivery and has been in place since February 2020. No issues have been reported to date and police colleagues report that they are happy with service delivery. A hybrid Doctor / Nurse Forensic Examiner model is in place in other regions across England and is supported nationally by NHS England. The use of the hybrid model enables 24/7 CYPSARS coverage to be provided which all co-commissioning colleagues consider to be a key service requirement.

3. What other options have been considered?

There are no other options to be considered.

4. Consultation and Engagement undertaken

A CYPSARS Health Needs Assessment was completed in 2019.

Attempts have been made to have a panel of survivors to evaluate the tender, however, the requirement for these to be age appropriate, coupled with the nature of the service and the pandemic meant that in spite of repeated attempts by The Survivors Trust to secure volunteers this was not possible.

A panel of survivors did develop several tender questions and a service user specification was developed from patient engagement activities delivered by The Survivors Trust on behalf of the procurement project, prior to the pandemic. This was included in the tender pack.

Report Implications

5. Monitoring Officer comments:

The legal comments provided in section 7 address issues that are relevant to the Monitoring Officer.

Signature

Date

23.07.21



6. Section 151 Officer comments:

This new contract shows a saving against the existing budget allocation, and provision is included within Medium Term Financial Planning.

Signature



Date 23 July 2021

Yes

No

Has legal advice (outside of that provided by the Monitoring Officer) been sought on the content of this report?

x

7. Legal Comments:

Arden and Greater East Midlands Commissioning Support Unit (AGEM CSU) on behalf of NHS England is the lead for this commissioning exercise. The process was conducted under the Light Touch Regime.

8. Equality Comments – please attach the completed EIA

Please see EIA. The service is available to victims of sexual assault and abuse regardless of their, disability, race, religion or belief, sex, sexual orientation and transgender.

The service will implement strategies to engage and raise awareness of hard to reach groups, including improved self-referral pathways; making the service more accessible.

9. Background/supporting paper

Reports from NHS England.

10. Public access to information

Not outside of this report. Commercially confidential information will not be shared.

11. Data Protection Impact Assessment - please attach the completed DIA

NHS England are the lead commissioner and will ensure compliance with GDPR and Data Protection, supported by the four PCC areas.

12. Is the publication of this form to be deferred?

No

13. If the report is for publication, is redaction required?

No

Yes

No

Of the Decision Note?

X

Of the Appendix?

N/A

ORIGINATING OFFICER DECLARATION:

Author	Nicky Jolley
Signed	
Date	07.07.21

Equality Impact Assessment



The purpose of this EIA is to ensure you consider any equality issues as part of your decision making when developing/ reviewing your policy/ procedure.

Please complete the sections below and send to the Staffordshire Commissioner's Office to be quality assured. New / revised policies cannot be published on the policy database until the EIA has passed the quality assurance process.

Title of policy/procedure:	Contract Award – Children & Young People's Sexual Abuse Referral Service (CYPARS)
Department:	Commissioning & Partnerships Team
Date:	13 July 2021

1. Identify the aims and purpose of the policy

The CYPARS is a regional service co-commissioned by the 4 PCCs and NHS England. The service delivers a comprehensive holistic children and young people's sexual assault referral service covering both acute and non-acute cases for those up to the age of 18 and where appropriate young people with learning disabilities up to the age of 25.

The CYPARS will be a mixed Forensic Doctor and/or Forensic Paediatrician and Nurse Examiner led (13yrs+ only) service.

The service will continue with the 'hub and spoke' model, which is in accordance with NHS England's Commissioning Framework which recommends that the service model for meeting the needs of the child or young person who has been sexually assaulted, raped or abused is to deliver services through a managed clinical network which has acute forensic examination and care delivered at a SARC Hub with referral pathways in place to local paediatric services for support and follow-up care where these are needed i.e. 'spoke'.

The Hub will be available 24/7, 365 days a year including public holidays. The CYP SAs as a minimum will deliver the following: -

- Choice of gender of clinician, where applicable;
- Access to a dedicated freephone telephone number;
- A timely risk assessment including mental health, risk of self-harm, sexual exploitation, vulnerability and sexual health;
- Access to short term psychological therapeutic services;
- Direct access or referral into other specialist services, at the child or young person's request, including CHiSVAs, counselling;
- Provision of testing for pregnancy, sexually transmitted infections, Hepatitis B and C and HIV, and vaccination for Hepatitis B;
- Access to emergency contraception and post-exposure prophylaxis after sexual exposure (PEPSE);
- Referral into appropriate services to support any ongoing physical or mental health needs.

The regional Hub (acute) is the Horizon Sexual Assault Referral Centre in Walsall. This is an established, dedicated and specialist service with a team of expert staff available 24 hours a day, seven days a week.

It is an integrated service with specialist facilities and staff providing a level of expert support. Pathways from the Hub run back into local age appropriate specialist and Spoke services to enable the child or young person to access local counselling, CHiSVA and sexual health services. Children and young people aged 16 and 17 can opt in to the adult service at Grange Park, Cobridge should they wish.

The following Spoke sites will provide non-acute elements of the service and will operate 9am - 6pm weekdays ensuring as a minimum one clinic per day, rotating across the region:

- Grange Park SARC (Cobridge, Staffordshire)
- The Blue Sky Centre SARC (George Elliot Hospital, Warwickshire)
- The Glade (Bransford, Worcestershire)
- Birmingham Children's Hospital

2. Identify the individuals and organisations who are likely to have an interest in, or be affected by the policy.

- Young People who are the victims of sexual offences (either current or historic)
- Specialist providers of sexual abuse services for young people, including paediatricians
- Staffordshire Police
- Local politicians

3. Data

Summarise the findings of any monitoring data / information which you have considered regarding the impact of this policy on people from all or any of the protected groups. This could include national or local data.

- In 2019/20 police forces across England and Wales recorded a total of 161,089 sexual offences – equivalent to a rate of 2.71 per 1,000 population. Staffordshire recorded 2,979; equivalent to a rate of 2.62 per 1,000 population for the same period.
- In 2019/20, of the 2,979 Staffordshire offences, there were 326 rapes and 1570 serious sexual offences involving a child under 16yrs.
- In 2019/20 sexual offences cost Staffordshire Police £57 million – 75% attributed to rape and 25% to other sexual offences.
- Between April and Dec 2018 50 young people aged 0-17years accessed the service and between Jan 2019 and Sept 2019 116 accessed the service.

3.1 Age

The service is available to those aged under 18 years (up to 25 years for children with learning disabilities).

3.2 Disability

This service will be available to all disabled young people who have been the victim of sexual offences.

3.3 Race

The service is available to any victim regardless of their race.

3.4 Religion or Belief

The service is available to any victim regardless of their religion or belief.

3.5 Sex

The service is available to any victim regardless of their sex.

3.6 Sexual Orientation

The service is available to any victim regardless of their sexual orientation.

3.7 Transgender

The service is available to any transgender victim.

4. Research

Summarise the findings of any research you have considered regarding this policy for all or any of the protected groups. This could include information you have obtained from other sources e.g. Home Office.

4.1 Age

National evidence supports that services for young people who are the victims of sexual offences are best provided in a dedicated manner for young people. This premise has been adopted in the re-commissioning of the service.

In 2019/20 Staffordshire Police recorded:

- 1570 serious sexual offences involving a child under 16yrs
- 326 rapes against a female child under 16yrs
- 33% of victims are female aged 11 - 17
- 48% of victims are under 18 years of age

Between Dec 2019 and Aug 2020, the service received 70 referrals. Of those, 40 children were seen, 25 being of an acute nature.

- 21 cases were 10 years and below
- 49 cases were aged between 11 and 17 years.

4.2 Disability

There is no data available for this cohort accessing the service. However, this service will be available to any victim regardless of their disability.

4.3 Race

Dec 2019 – Aug 20

- 3 Asian
- 27 White
- 1 Black

4.4 Religion or Belief

There is no data available to report against for this cohort accessing the service. However, this service will be available to any victim regardless of their religion or belief.

4.5 Sex

Dec 2019 – Aug 20

- 10 Male
- 60 Female

4.6 Sexual Orientation

There is no data available to report against for this cohort accessing the service. However, this service will be available to any victim regardless of their sexual orientation.

4.7 Transgender

The data available for people accessing the service shows no service access by a transgender victim. However, this service will be available to any transgender victim

5. Consultation

A CYPARS Health Needs Assessment was completed in 2019.

Attempts have been made to have a panel of survivors to evaluate the tender, however, the requirement for these to be age appropriate, coupled with the nature of the service and the pandemic meant that in spite of repeated attempts by The Survivors Trust to secure volunteers this was not possible.

A panel of survivors did develop several tender questions and a service user specification was developed from patient engagement activities delivered by The Survivors Trust on behalf of the procurement project, prior to the pandemic.

5.1 Age

See above

5.2 Disability

See above

5.3 Race

See above

5.4 Religion or Belief

See above

5.5 Sex

See above

5.6 Sexual Orientation

See above

5.7 Transgender

See above

6. Conclusions

This project will not have an adverse impact on any of the equality strands. The new service provides an age specific / dedicated, more comprehensive service for all young people who are victims of sexual abuse, either current or historic. The CYPsARS will be a mixed Forensic Doctor and/or Forensic Paediatrician and Nurse Examiner led (13yrs+ only) service, supported by wrap around counselling and support services, available at all times, every day of the week.

6.1 Age

See conclusions

6.2 Disability

See conclusions

6.3 Race

See conclusions

6.4 Religion or Belief

See conclusions

6.5 Sex

See conclusions

6.6 Sexual Orientation

See conclusions

6.7 Transgender

See conclusions

7. Decisions

If the policy will have a negative impact on members of one or more of the protected groups, explain how the policy will change or why it is to continue in the same way.

If no changes are proposed, the policy needs to be objectively justified.

There is no anticipated negative impact expected.

8. Monitoring arrangements

If the policy is new what consideration has been given to piloting the policy?

If monitoring is not already in place what arrangements have been made to monitor the effects of the policy on equality and diversity?

This is not a new service. It will continue to support the PFCCs drive to improve services and responses to sexual abuse, in particular the way sexual abuse victims are supported.

Contract management and performance monitoring will continue to be overseen by NHS England who are the lead commissioner.

This equality impact assessment will be published on the SC website.

EIA Form Dated
01/08/2018