

Knowledge for Healthcare Board Meeting

Meeting Date	26 March 2018
Report Title	NHS Library and Knowledge Services in England: Equitable Access; Equitable Funding
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FOI Status	Confidential

Report Summary	<p>Knowledge for Healthcare's ambition is to ensure that NHS bodies and staff can equitably access the expertise and resources offered by healthcare librarians and knowledge specialists, so that they can use the right knowledge and evidence to achieve excellent healthcare and health improvement.</p> <p>This paper summarises the current funding of NHS library and knowledge services in England illustrating the inequity of the funding. The paper proposes the introduction of a "library and knowledge services tariff" from April 2019 which is distributed to NHS provider organisations based on combined whole time equivalent workforce and trainee numbers.</p>
Purpose (tick one only)	<p>Approval <input checked="" type="checkbox"/></p> <p>To Note <input type="checkbox"/></p> <p>Decision <input type="checkbox"/></p>
Recommendation	<p>That the Knowledge for Healthcare Board:</p> <ol style="list-style-type: none"> a. Agree the "library and knowledge services tariff" principles identified in section 5 b. Approve option 2a in section 7.2 for implementation in April 2019
Strategic Objective Links	<p>Library and knowledge services support excellent education and training so that the healthcare workforce and learners can deliver the very best care to patients. The library and knowledge service workforce supports the priorities defined in the 2017/18 Mandate.</p> <p>Working with partners to produce knowledge solutions that can be embedded into practice and research, library and knowledge services enable NHS staff and learners to adopt best evidence and do the right things right, first time - supporting the workforce with the right values, skills, and competencies.</p> <p>By sharing knowledge, research evidence and best practice, library and knowledge services support the workforce to provide high quality and value for money services - from pregnancy through to adulthood and end-of-life, to deliver integrated care across a range of acute, mental health community and primary care settings, meeting the needs of patients, carers, families and the public.</p>
Identified risks and risk management actions	See the options appraisal provided on pages 7, 8, and 9
Resource implications	The proposed library and knowledge services tariff is cost neutral to HEE.
Support to NHS Constitution	This work underpins the NHS Constitution commitments to quality of care and improving lives as well as working together for patients.
Legal implications including equality and diversity assessment	<p>HEE's own policy on library and knowledge services promotes equality of access by NHS staff and learners to knowledge resources.</p> <p>The Secretary of State has a duty under the Health and Social Care Act 2012, to ensure "the use in the health service of evidence obtained from research".</p>

NHS Library and Knowledge Services in England: Equitable Access; Equitable Funding

1. Background

Under the *Health and Social Care Act 2012*, the Secretary of State for Health has a duty to ensure “the use in the health service of evidence obtained from research”.¹

The contribution of healthcare library and knowledge services to education, lifelong learning, research and evidence-based practice is widely valued. Library and knowledge services supply the evidence base to the service, enabling decisions on treatment options, patient care and safety, and commissioning.

1.1 Policy

Health Education England (HEE) has system-wide responsibility for the education and development of the NHS workforce, and is the steward of national investment in NHS-funded library and knowledge services in England. HEE agreed the *NHS library and knowledge services in England Policy* in November 2016, articulating its commitment to²:

- Enabling all NHS workforce members to freely access library and knowledge services so that they can use the right knowledge and evidence to achieve excellent healthcare and health improvement.
- Developing NHS librarians and knowledge specialists to use their expertise to mobilise evidence obtained from research and organisational knowledge to underpin decision-making in the National Health Service in England.
- Developing NHS library and knowledge services into a coherent national service that is proactive and focussed on the knowledge needs of the NHS and its workforce.

1.2 Strategic direction

HEE published *Knowledge for Healthcare: a Development Framework for NHS Library and Knowledge Services in England* in December 2014. This sets out a clear vision³:

NHS bodies, their staff, learners, patients and the public use the right knowledge and evidence, at the right time, in the right place, enabling high quality decision-making, learning, research and innovation to achieve excellent healthcare and health improvement.

¹ Health and Social Care Act 2012

http://www.legislation.gov.uk/ukpga/2012/7/pdfs/ukpga_20120007_en.pdf

² Health Education England (2017) NHS Library and Knowledge Services in England Policy.

<https://hee.nhs.uk/sites/default/files/documents/NHS%20Library%20and%20Knowledge%20Services%20in%20England%20Policy.pdf>

³ Health Education England (2014) Knowledge for Healthcare: A Development Framework for NHS Library and Knowledge Services in England.

[http://kfh.libraryservices.nhs.uk/wp-](http://kfh.libraryservices.nhs.uk/wp-content/uploads/2018/03/Knowledge_for_healthcare_a_development_framework_2014.pdf)

[content/uploads/2018/03/Knowledge_for_healthcare_a_development_framework_2014.pdf](http://kfh.libraryservices.nhs.uk/wp-content/uploads/2018/03/Knowledge_for_healthcare_a_development_framework_2014.pdf)

1.3 Current funding of library and knowledge services

Library and knowledge service funding is derived from two main sources: education tariff funding provided by HEE to placement provider organisations, and funding from NHS organisations which host library and knowledge services or have service level agreements with other Trusts or Higher Education Institutions for their provision. The amount of funding received by library and knowledge services via these two primary sources varies widely. Some library services are 100% reliant on income from tariff; others receive less than 20% via this route and this varies around the country.

When HEE came into existence, some of its predecessor organisations had been able to introduce regional models for allocation of tariff funding to library and knowledge services, but in many cases funding allocations were – and continue to be - historically determined.

1.4 The national picture

- In 2016/17 total library and knowledge services funding amounted to £47 million nationally (according to NHS provider organisation declarations).
- Health Education England's contribution to the £47 million is estimated as 60%, amounting to approximately £28 million.
- Approximately £19 million is allocated by healthcare provider organisations. The majority of this derives from Clinical Commissioning Groups (CCGs) via Trusts.

2. Proposal

This paper proposes the introduction of a “library and knowledge services tariff” from April 2019 which is distributed to NHS provider organisations based on combined whole time equivalent workforce and trainee numbers. An engagement exercise will take place with provider organisations.

3. Scope

This proposal includes HEE tariff funding provided to healthcare provider organisations.

It excludes the HEE funding used to:

- a. support HEE's regional library and knowledge service teams, and internal knowledge management function
- b. fund library and knowledge services for HEE staff via service level agreements
- c. fund the provision of the national portfolio of electronic knowledge resources for the whole NHS workforce in England.

4. Rationale

Library and knowledge services are business critical for the NHS, providing the evidence needed to underpin clinical and business decision making for their staff.

In 2016, HEE commissioned a review of the funding arrangements for library and knowledge services across the NHS in England. The work highlighted the inequity of current funding for library and knowledge services, and recommended that HEE develop a national funding model that ensures equity of funding and therefore equitable access to library and knowledge services by trainees and all NHS staff.

An equitable funding model would also increase the opportunity to improve value for money from investment in library and knowledge services, by enabling 'fair shares' pooling of funds to achieve economies of scale. For instance, at least £7 million of the £47 million total invested nationally by library and knowledge services is spent locally on electronic resources, but this investment is uncoordinated, resulting in duplication of spend and diminishing NHS purchasing power.

In January 2017, HEE established a working group, chaired by Colin McInnes, Head of Finance (South), to consider how to address the findings and recommendations of the review. The group undertook a detailed review of the existing data and established guiding principles. Various parameters were considered for the distribution of library and knowledge services funding. It examined several models and their financial implications before reaching agreement on this proposal.

The proposal is that funding for library and knowledge services is removed from placement tariffs and a "library and knowledge services tariff" be created. This new tariff will be distributed to healthcare provider organisations based on the combined total of whole-time equivalents for workforce and trainees. There is a precedent for this new tariff as, from 1 April 2018, study leave for trainee doctors and dentists will be taken out of postgraduate medical and dental tariff for direct distribution.

5. Principles

Health Education England is committed to the Guiding principles and values set out in *Knowledge for Healthcare*, published in December 2014³:

Guiding principles and values	
Collaboration	Do once and share working across boundaries
Collective purchasing	Central procurement at scale
Core service	Core service offer, products, tools and expertise
Digital by default	Digital and mobile by default
Effective and efficient	Applying the principles of lean thinking
Equity	Equity of access and opportunity
Federation	Pooling budgets, staff, resources across boundaries
Innovation	Flexibility, new models of service, best practice
Quality	Benefits to patients improving lives, outcomes, Impact
Streamlined	Streamline structure, management, systems, process
Technology	Harnessing technology to streamline back-office functions
Workforce development	Planning, role redesign, specialisation, career pathways

The working group recommends that the following additional principles are agreed to underpin the development of a “library and knowledge services tariff”:

- A new “library and knowledge services tariff” will be established by reassigning a percentage of the placement tariffs funding provided to NHS provider organisations.
- This tariff will relate to every NHS provider organisation that receives placement tariffs.
- Market Forces Factor will be applied where appropriate.
- Each NHS provider organisation is expected, as a minimum, to match the funding provided via the library and knowledge services tariff in order to ensure their staff have access to the knowledge and evidence they require to provide effective healthcare in line with the *Health and Social Care Act 2012*¹.

- All NHS workforce members will be able to freely access library and knowledge services including the staff of Clinical Commissioning Groups and their wider membership in primary care (GPs and practice staff).
- HEE will advise NHS organisations that do not receive placement tariffs (including across primary care, integrated care and commissioning) on the appropriate level of funding to purchase knowledge services to ensure their staff can use the right knowledge and evidence to achieve excellent healthcare and health improvement.
- The Learning and Development Agreement between HEE and NHS provider organisations will reflect the introduction of the “library and knowledge services tariff”.

6. Proposed Library and Knowledge Services Funding Policy

In accordance with Health Education England’s *Policy on NHS Library and Knowledge Services in England*² and the principles of the *NHS Constitution*⁴, HEE has developed the following library and knowledge services funding policy:

To ensure that all NHS bodies and staff can equitably access the expertise and resources offered by healthcare librarians and knowledge specialists, so that they can use the right knowledge and evidence to achieve excellent healthcare and health improvement, HEE is committed to:

- Ensuring HEE funding for library and knowledge services from tariffs is aligned to these services, providing it to organisations as a discrete, dedicated library and knowledge services funding stream.
- Establishing a formula based on workforce and trainee numbers to allocate funding on an equitable basis across England.
- Advocating the principle that NHS organisations will match this funding to support evidence based practice to underpin the business of the organisation.⁵
- Advocating the principle that all research proposals in the NHS incorporate the necessary funding to meet the additional costs of expert knowledge services to underpin their design and delivery.
- Promoting greater collaboration between library and knowledge services to deliver greater efficiency and effectiveness.

A copy of the full library and knowledge services funding policy has also been submitted for approval to the Board.

⁴ The NHS Constitution

<https://www.gov.uk/government/publications/the-nhs-constitution-for-england/the-nhs-constitution-for-england>

⁵ This should be in addition to the overheads for the Library and Knowledge Services premises where applicable

7. Proposed Library and Knowledge Services Funding Model

Total tariff funding in 2016/17 is around £1.3 billion. Of this £1.3 billion, currently circa £28 million of HEE funding from tariffs flows into library and knowledge services. The proposal is that a proportion of tariff funding, commensurate with the current level of income calculated as 2.2% of tariffs, currently allocated to NHS provider organisations, be removed from tariffs and designated as a new “library and knowledge services tariff”. This will be distributed to provider organisations based on the combined total of workforce and trainee numbers. There is already an expectation that NHS organisations make a contribution (under the Learning and Development Agreement) and going forward the principle is that NHS organisations will match this funding to support evidence based practice to underpin the business of the organisation.

The new “library and knowledge services tariff” is planned to be introduced in April 2019.

7.1 Working with stakeholders; transition planning

An engagement plan will be developed and implemented from April 2018 to engage with stakeholders on options for the new tariff and transition arrangements.

Recognising that there will be gainers and losers, it is recommended that a transition plan will be required, potentially over a three year period, to smooth the transition from current funding to the new arrangements.

7.2. Options

There are three options relating to the introduction of a funding model for library and knowledge services in England. They are detailed in the table below and will form the basis of our engagement exercise with stakeholders.

Option	Description	Risks	Mitigating Factors
1	Do nothing – status quo	<p>Maintains inequity of library and knowledge services provision and level of inequity increases.</p> <p>Fewer NHS staff and trainees can access the expertise of librarians and knowledge specialists</p> <p>Costs increase; access to knowledge resources will decrease; cost savings are not achieved.</p>	<p>All staff can access a core collection of nationally procured knowledge e-resources but without knowledge services to support these.</p> <p>Promote collaborative procurement to promote cost savings at local level.</p>

Option	Description	Risks	Mitigating Factors
		<p>Provider organisations can no longer afford to buy specialist knowledge resources for local usage.</p> <p>Some library and knowledge services may become unsustainable due to continual reduction in funding due to cost pressures.</p> <p>Lack of flexibility in being able to direct resources in response to changing organisational forms within the NHS.</p> <p>Lack of flexibility in being able to direct resources in response to new technology.</p>	<p>Regional leads work with library and knowledge services providers to promote greater collaboration and shared services.</p>
2a	<p>Full application and introduction of a bespoke "library and knowledge services tariff" over a minimum of 3 years</p>	<p>Organisations expected to see reduced income from "library and knowledge services tariff" refuse to accept it.</p> <p>Matched funding is not forthcoming.</p>	<p>Deliver proactive engagement to highlight principle of equity, listen to concerns and address these through transition planning.</p> <p>HEE to continue high level advocacy at national level.</p> <p>Learning and Development Agreement requires placement providers to "ensure adequate funding from both education and employer contributions".</p> <p>Other sources of income (e.g. projects</p>

Option	Description	Risks	Mitigating Factors
		<p>High performing services may no longer be able to deliver a service that adheres fully to the principles of Knowledge for Healthcare.</p> <p>Some library and knowledge services may become unsustainable due to reduced funding</p>	<p>and research activities) should include a proportion of funding for library and knowledge services support.</p> <p>Continuing support for Library and Knowledge Services to demonstrate the positive impact of their services on patient care and 'the bottom line'.</p> <p>Introduce support for library and knowledge service managers to make the case for expanded capacity to deliver value added services such as embedded roles.</p> <p>Regional leads work with library and knowledge services providers to promote greater collaboration and shared services.</p>
2b	As 2a but no change to funding for 1 year (effectively a four year transition)	See risks for 2a above	See mitigating factors for 2a above

8. Next Steps

8.1 Agreement in Principle

The group seeks approval in principle for the proposal from:

- a. HEE's Director and Heads of Finance
- b. HEE's Knowledge for Healthcare Board

8.2 Engagement

Once the proposal has been agreed we will hold a stakeholder engagement exercise and share the proposal and options with NHS organisations, library and knowledge services staff, higher education providers of library and knowledge services to NHS staff and arm's length bodies.

We propose to ask a series of questions related to the benefits of introducing a library and knowledge services tariff and of pooling local funds to procure electronic knowledge resources to achieve value for money.

8.3 Implementation/Transition

The library and knowledge services tariff will be implemented from April 2019. If it is agreed that a transition period is required this will last for three years from 2019-20 until 2021-22.

9. Recommendations

We recommend that the Director and Heads of Finance and the Knowledge for Healthcare Board:

- a. Agree the "library and knowledge services tariff" principles identified in section 5
- b. Approve option 2a in section 7.2 for implementation in April 2019.