

Framework for managing performer concerns



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## Framework for managing performer concerns

# Managing concerns in line with NHS (Performers Lists) (England) Regulations 2013, amended 2015

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#### 1 Introduction

NHS England's central role is to ensure that the NHS delivers better outcomes for patients within its available resources. The performers lists system supports NHS England in the delivery of this central role to ensure:

- consistency of primary care service delivery;
- services are safe and effective; and
- continuous improvement of quality is sought.

The legislative framework in England is set out in the National Health Service (Performers Lists) (England) Regulations 2013, as amended 2015 The regulations provide a framework for managing, medical, dental and ophthalmic performers undertaking NHS primary care services.

The 2013 regulations replace the National Health Service (Performers Lists) (England) Regulations 2004.

The National Health Service (Performers Lists) (England) Regulations 2013 entrusts the responsibility for managing the performers lists (medical, dental and ophthalmic) to NHS England as the commissioner of primary care services. The performers lists replace the previous system of individual PCT performers lists.

Each of the performers groups is also separately governed by their respective professional regulator. Action taken by the regulator may have implications for the status of the performer on the performers list/s. Similarly services provided by medical and dental performers are subject to regulation by the Care Quality Commission (CQC). NHS England has an important role in acting on the information shared by these bodies.

The framework is also informed by the Medical Profession (Responsible Officer) Regulations 2010 and subsequent amendments.

## 2 Policy statement

The scope of this framework reflects NHS England's powers as set out in the National Health Service (Performers Lists) (England) Regulations 2013. It also reflects NHS England's transfer of responsibility for the management of a concern between Medical Directors and Responsible Officers (ROs) related to the movement of a performer.

The term primary care performer is used throughout this document to mean the medical, dental or ophthalmic performers included on the performers lists for the provision of NHS primary care services.

The powers enable NHS England to ensure that performers are fit for purpose and suitable to undertake NHS primary care services. If issues arise that indicate that the performer may be impaired, NHS England can use its powers to prevent a performer from working in order to protect patients from harm.

#### This framework encompasses:

- the process for considering applications and decision making for inclusion, inclusion with conditions and refusals to be undertaken by NHS England's regional teams
- the process by which teams identify, manage and support primary care performers where concerns arise; and
- the application of NHS England's powers to manage suspension, imposition of conditions and removal from the performers lists.

## 3 Scope

This framework relates to the management of those performers registered on, or applying to join the England performers lists.

For those medical staff who are directly employed by NHS England and who are not on the performers lists, the policy for responding to concerns in doctors with a prescribed connection to NHS England through employment is the applicable policy, not this framework.

This framework, and the processes it describes, should not be used as part of the process to consider pharmacy applications as pharmacy contractors are not included on performers lists. A medical contractor with an NHS contract cannot be a decision maker in pharmacy applications. However, if a concern arises about an existing pharmacy contractor this will be handled within the decision making and support structure of the performance advisory groups (PAG) and performers list decision panels (PLDP) set out below.

## 4 Distribution and implementation

This document will be made available via the NHS England website. Notification of this document will be included in the all appropriate staff email bulletins and via external communications to primary care audiences.

Guidance will be provided on the medical and operational directorates' intranet sites.

## 5 Roles and responsibilities

## 5.1 The role of the Medical Director and Responsible Officer

NHS England medical directors, may also be the Responsible Officer for the local geography, however the RO role and MD role is distinct. The Responsible Officer Regulations give ROs responsibilities to ensure that all doctors work within a managed environment, in which their performance, conduct and behaviour are monitored against a doctor's *fitness to practise*. The Regulations empower responsible officers to instigate investigation of the doctor's performance and to ensure that the appropriate action is taken. The RO function relates solely to doctors.

The Medical Director's role is varied, often broadly defined, and with many demands on it. A key responsibility is the management of the English Performers Lists in accordance with the Performers Lists Regulations and therefore includes responsibility for GPs, Dentists and Optometrists. Medical Directors have a role in managing performance concerns regarding individual performers, supporting remediation, and ensuring clinicians on the PL remain 'fit for purpose'

In the context of the national performers list, fitness for purpose requires a clinician to be able to work independently to deliver the full contractual requirements of core primary care services.

# 5.2 Roles and responsibilities of the decision making and support structures

NHS England has established performers lists decision panels (PLDPs) and performance advisory groups (PAGs) within teams in order to support its responsibility in managing performance of primary care performers. The PAG's role is investigative and advisory. It can instruct an investigation where it considers it appropriate and it can agree voluntary undertakings with a performer when low level concerns have been identified and the performer accepts this to be the case. The primary role of the PLDP is to make decisions under the performers lists regulations. This does not prevent the PLDP from taking any action that the PAG can take.

Where the Medical Director has been made aware of a complaint or a concern relating to a GP, dentist, ophthalmic practitioner or pharmacist that may raise a question as to their fitness for purpose, this must be recorded in the practitioner's file and must be referred to the PAG for discussion.

If action is considered to be necessary under the performers lists regulations, only the PLDP has delegated authority to take this action. Members of the PLDP must take account of any potential conflict of interest or perception of bias and NHS England officers must take this into account when convening Panels to consider

each case.

The PAG terms of reference are set out in Annex 2. The PLDP terms of reference are set out in Annex 3.

The process for inclusion onto England's performers lists is set out in NHS England's standard operating procedures.

The local medical director or nominated deputy is responsible for ensuring that each application is properly assessed against the requirements of the performers list regulations and against the policy for inclusion on the list criteria.

The medical director is responsible for ensuring that clinical governance arrangements are established to identify issues relating to fitness for purpose and or practice. Where assessment of the application or concern reveals information of note or identifies concerns, the medical director or nominated deputy is responsible for referring the matter for consideration by the PAG or PLDP as appropriate.

If the concern raises serious and immediate patient safety issues, immediate action should be taken to safeguard patients and the performer. Such actions are provided later in this document at Annex 3

Any issues related to the delivery of the contract are considered under the terms of the contract under separate governance processes.

## 5.3 Roles and responsibilities of management and staff

The medical director will have overarching responsibility for the operation of this framework taking any steps necessary to protect patients. This will ensure that procedures are established to assess and investigate concerns, appropriate action is taken to address variation in individual performance and to ensure any necessary further monitoring of the performer is in place, liaising with regulators and external bodies as appropriate.

NHS England teams must have access to case investigators and case managers who have been appropriately trained. NHS England will ensure that there is a sufficient support of this nature and other identified managerial and administrative support to allow for an effective process for responding to concerns.

All members of staff involved in the process of responding to concerns must have been appropriately trained and have time to perform their responsibilities efficiently and effectively to a high quality standard.

The process will require the capacity and skills for collecting and collating data relating to the concerns, production of periodic audits and reports and effective information governance.

Teams will establish the PAG and PLDP membership in accordance with the terms of reference (annexes 2 and 3). Members of the PAG and PLDP must be able to demonstrate that they have the necessary skills, knowledge and experience to sit

on the Panel, as described in the PAG and PLDP terms of reference, and the job descriptions of panel members.

The role of the Panel is to:

- hear the evidence:
- make decisions about the case; and
- give reasons for decisions.

A flowchart illustrating the process for managing issues of concern can be found in Annex 4. Staff should also comply with NHS England's corporate risk management policy.

## 6 Governing principles

All those within NHS England who are involved with the assessment of applications for inclusion onto England's performers lists and/or involved with the handling of concerns about performance of performers included on England's performers lists will ensure that their working arrangements comply with the following governing principles:

- protecting patients and public;
- enhancing public confidence in the NHS;
- identifying the possible causes of underperformance;
- ensuring equality and fairness of treatment and avoiding discrimination;
- being supportive of all those involved;
- confidentiality;
- ensuring that action is appropriate and proportionate;
- being fair, open and transparent; and
- decisions may be subject to appeal.

In particular, it is important that every case is dealt with according to individual circumstances. All decisions made by NHS England relating to the fitness for purpose and/or thresholds for referral for fitness to practice of a performer including any removal or suspension will be made in accordance with the relevant statutory regulations. Every effort is made to ensure that any decision taken by NHS England is procedurally robust and that all decisions are well founded and based on

evidence that is credible, cogent, sufficient and reliable.

It is the duty of NHS England as an NHS body to put in place and maintain arrangements for the purpose of monitoring and improving the quality of healthcare provided by and on behalf of itself. It is the responsibility of the performer to notify NHS England of any change in their personal circumstance that may affect their status on the performers lists. (For example if the performer accepts a police caution, is charged with a criminal offence, becomes subject to any investigation by any regulatory or other body.)

It is important that all parties have confidence in the process and accordingly NHS England will seek to raise awareness and understanding amongst all employed staff and others about this framework. All individuals involved in the delivery of this framework will have training, support and performance review relevant to their respective roles.

## 7 Ensuring equality and fairness

## 7.1 Equality duties

The Equality Act 2010 prohibits unlawful discrimination in the provision of services (including healthcare services) on the basis of "protected characteristics". The protected characteristics are:

- 1) age
- 2) disability
- 3) gender reassignment
- 4) marriage and civil partnership
- 5) pregnancy and maternity
- 6) race
- 7) religion or belief (which can include an absence of belief)
- 8) sex
- 9) sexual orientation
- 10) Unlawful discrimination can also occur if a person is put at a disadvantage because of a combination of these factors.

#### 7.2 Unlawful Discrimination

There are broadly four types of discrimination in the provision of services that are unlawful under the Equality Act:

1) Direct discrimination services are not available to someone because they are e.g. not married, over 35, a woman. Apart from a few limited exceptions,

direct discrimination will always be unlawful, unless it is on the grounds of age and the discrimination is a proportionate means of achieving a legitimate aim.

- 2) Indirect discrimination occurs when NHS England apply a policy, criterion or practice equally to everybody but which has a disproportionate negative impact on one of the groups of people sharing a protected characteristic, and where the complainant cannot themselves comply.
  - Requirements that require people to behave in a certain way will amount to indirect discrimination if compliance is not consistent with reasonable expectations of behaviour. Indirect discrimination is not unlawful if it is a proportionate means of achieving a legitimate aim.
- Disability discrimination occurs if a person is treated unfavourably because of something "arising in consequence of their disability". This captures discrimination that occurs not because of a person's disability per se (e.g. a person has multiple sclerosis) but because of the behaviour caused by the disability (e.g. use of a wheelchair). Disability discrimination is not unlawful if it is a proportionate means of achieving a legitimate end.
- 4) A failure to make "reasonable adjustments" for people with disabilities who are put at a substantial disadvantage by a practice or physical feature. The duty also requires bodies to put an "auxiliary aid" in place where this would remove a substantial disadvantage e.g. a hearing aid induction loop

## 7.3 Public sector equality duty

As well as these prohibitions against unlawful discrimination the Equality Act 2010 requires NHS England to have "due regard" to the need to:

- eliminate discrimination that is unlawful under the Act;
- advance equality of opportunity between people who share a relevant protected characteristic and people who do not share it; and
- foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

This can require NHS England to take positive steps to reduce inequalities. In this regard the Act permits treating some people more favourably than others but not if this amounts to unlawful discrimination. The duty is known as the public sector equality duty or PSED (see section 149 of the Act). The PSED has been used successfully on many occasions to challenge changes to services.

# 8 Procedure governing inclusion onto NHS England's performers lists

#### 8.1 Single operating Procedures

This framework must be read in conjunction with NHS England's standard operating procedures for medical, dental and ophthalmic performers for primary care support.

NHS England is responsible for ensuring that an application for inclusion onto England's performers lists shall be received, checked and processed in a consistent manner by their directly employed staff or by their primary care support services.

The medical director, or delegated officer with appropriate clinical advice, will assess each application against the inclusion criteria taking into account the information and declarations provided by the performer along with any other information the team has in its possession that it considers relevant.

Where assessment reveals information of note or a concern arises, the medical director or delegated officer should refer the matter for consideration by the PLDP who will determine whether the application can be included on the performers lists in accordance with the regulations.

## 8.2 Movement of performers between and within regional teams

A mechanism is in place to ensure a safe and effective process for the transfer of a performer from one NHS England team to another. This process takes account of this framework for managing concerns and seeks to act in a manner that is transparent, fair and reasonable at all times.

Where a performer is under investigation, the arrangements between teams should be on a case by case with the process normally being completed to the point where a decision can be made before the transfer comes into effect.

The transfer of responsibility for performers and their information is particularly important when a performer has a current remedial action plan including any conditions or voluntary undertakings.

Where a concern arises after the performer has transferred to a new team the medical director of the receiving team may delegate authority to the former team to investigate. The outcome of the investigation must be provided to the receiving team to allow a decision to be made.

## 9 Identifying and addressing concerns

#### 9.1 Risk assessment

NHS England has an obligation to take account of all information provided to it.

Where this information gives rise to concerns relating to an individual performer's conduct, performance or health the NHS England team will take appropriate action to safeguard patients and the performer involved.

In this event the team will assess against the NHS England risk matrix and, taking into account other available clinical governance information, identify the nature of the concern and take a decision on immediate next steps.

The medical director is responsible for ensuring that the following key actions are taken:

- 1. Clarify what has happened and the nature of the problem or concern.
- 2. Seek appropriate advice from the regulator and external advisers, for example in the case of medical and dental performers, the National Clinical Assessment Service (NCAS).
- 3. Consider if any immediate steps to protect patient safety such as restriction of practice or suspension are required, including considering if a request should be made to NCAS to issue a HPAN notice.
- 4. If appropriate, ensure the performer is informed about the complaint or concern.
- 5. Consider if the case can be progressed by mutual agreement with the performer.
- 6. If a formal approach is required, appoint a case investigator and agree terms of reference.
- 7. a) Convene a PAG to act in an advisory role to consider the information regarding the concerns, when regulatory action is not anticipated to be required. or
- 7. b) Convene a PLDP when regulatory action is being considered.
- 8. Ensure accurate actions and decisions are recorded contemporaneously in the performer's file.

Where the professional regulator notifies NHS England of any actions or conditions the PLDP will consider the implications in relation to the performer's fitness for purpose and consider if further action is required.

## 9.2 Immediate suspension

In line with the performers lists regulations 12 (6) where NHS England considers it necessary to do so for the protection of patients or members of the public or is otherwise in the public interest, it may determine that a suspension is to have immediate effect.

NHS England has nominated medical directors with the power to order an immediate suspension following discussion with one other director. This decision must be reviewed by two members of the PLDP who have not been previously involved in the decision to suspend, within two working days beginning on the day the decision was made. The case must then be considered by the PLDP in accordance with the regulations.

All cases will be managed in line with the terms of reference of the PAG and PLDP (Annexes 2 and 3).

## 10 Monitoring

Compliance with this policy will be jointly monitored via the primary care delivery oversight group, and the Revalidation Programme Board. Compliance will be subject to independent reviews through internal and external audit on a periodic basis.

The responding to concerns quality assurance group a formal sub-group of the primary care oversight group will have responsibility for reviewing and updating the policy. The document should be reviewed in 24 months unless guidance or legislation requires an earlier review.

## 11 Equality impact assessment

This document forms part of NHS England's commitment to create a positive culture of respect for all staff and service users. The intention is to identify, remove or minimize discriminatory practice in relation to the protected characteristics (race, disability, gender, sexual orientation, age, religious or other belief, marriage and civil partnership, gender reassignment and pregnancy and maternity) as well as to promote positive practice and value the diversity of individuals and communities.

An equality impact assessment has been carried out on the final draft of this framework, and the implementation of the framework will be monitored to ensure NHS England remains compliant with its Equality duties

#### 12 Associated documents

Application form for inclusion in the performers lists, NPL1 <a href="https://www.performer.england.nhs.uk/Documents">www.performer.england.nhs.uk/Documents</a>

Change of status form, NPL2 www.performer.england.nhs.uk/Documents

Movement between teams form, NPL3 www.performer.england.nhs.uk/Documents

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Policy and standard operating procedures for primary care support (medical, dental and ophthalmic)

http://www.england.nhs.uk/ourwork/commissioning/primary-care-comm/

Prescribed connections to NHS England guidance: http://www.england.nhs.uk/revalidation/ro/resp-con/

Responding to concerns in doctors employed by and with prescribed connections to NHS England policy http://www.england.nhs.uk/revalidation/ro/resp-con/

NHS whistle blowing policy <a href="http://www.england.nhs.uk/wp-content/uploads/2014/07/whistleblowing-pol-interim.pdf">http://www.england.nhs.uk/wp-content/uploads/2014/07/whistleblowing-pol-interim.pdf</a>

NHS England complaints policy www.england.nhs.uk/contact-us/complaint

NHS England information governance policy <a href="http://www.england.nhs.uk/about/policies/">http://www.england.nhs.uk/about/policies/</a>

NHS England assurance management frameworks for primary care contractors <a href="http://www.england.nhs.uk/medical/">http://www.england.nhs.uk/medical/</a>

NHS England remediation policy <a href="http://www.england.nhs.uk/revalidation/ro/resp-con/">http://www.england.nhs.uk/revalidation/ro/resp-con/</a>

#### 13 References

The National Health Service Act 2006 as amended by the Health and Social Care Act 2012: http://bit.ly/1f6iZmf

The National Health Service (Performers Lists) Regulations 2004: <a href="http://bit.ly/1cQX908">http://bit.ly/1cQX908</a>

The National Health Service (Performers Lists) Amendment Regulations 2005: http://bit.ly/1faASPm

The National Health Service (Performers Lists) Amendment and Transitional Provisions Regulations 2008: <a href="http://bit.ly/M6C374">http://bit.ly/M6C374</a>

The National Health Service (Performers Lists) Direction 2010 <a href="http://www.england.nhs.uk/wp-content/uploads/2014/08/Performer-list-frmwrk.pdf">http://www.england.nhs.uk/wp-content/uploads/2014/08/Performer-list-frmwrk.pdf</a>

The National Health Service (Performers Lists) (England) Regulations 2013: http://bit.ly/1j4MvYF

The National Health Service (Performers Lists) (England) (Amendment)

Regulations 2015

http://www.legislation.gov.uk/uksi/2015/362/pdfs/uksi\_20150362\_en.pdf

The National Health Service (General Medical Services Contracts) Regulations 2004: <a href="http://bit.ly/1hpPo91">http://bit.ly/1hpPo91</a>

The National Health Service (Personal Medical Services Agreements Regulations 2004: <a href="http://bit.ly/1gvSMwl">http://bit.ly/1gvSMwl</a>

The National Health Service (Primary Medical Services) (Miscellaneous Amendments) Regulations 2004: <a href="http://bit.ly/1gVMaFG">http://bit.ly/1gVMaFG</a>

The National Health Service (Primary Medical Services) (Miscellaneous Amendments) Regulations 2005: <a href="http://bit.ly/1m1glyu">http://bit.ly/1m1glyu</a>

The National Health Service (Primary Medical Services) (Miscellaneous Amendments) (No 2) Regulations 2005: http://bit.ly/1elJkAA

The National Health Service (Primary Medical Services and Pharmaceutical Services) (Miscellaneous Amendments) Regulations 2006 http://bit.ly/1LS1FAX

The National Health Service (Primary Medical Services) (Miscellaneous Amendments) Regulations 2007: http://bit.ly/1f6jo8b

The National Health Service (General Dental Services Contracts) Regulations 2005:

http://bit.ly/1gvTeul

The National Health Service (Personal Dental Services Agreements) Regulations 2005: <a href="http://bit.ly/NZnQul">http://bit.ly/NZnQul</a>

The General Ophthalmic Services Contracts Regulations 2008: http://bit.ly/1bejx8G

The Medical Profession (Responsible Officer) Regulations 2010: <a href="http://bit.ly/MsGPMP">http://bit.ly/MsGPMP</a>

NCAS www.ncas.nhs.uk

Disclosure and barring service: http://bit.ly/1hpPRrU

Statement of financial entitlement <a href="http://bit.ly/1N3FCsC">http://bit.ly/1N3FCsC</a>

Secretary of State's Determination: Payments to Medical Practitioners Suspended from the Medical Performers List 2015 -http://bit.ly/1j78P3Y

The Performers Lists (Suspended Dentists' NHS Earnings) Determination 2015 <a href="http://bit.ly/1N3FCsC">http://bit.ly/1N3FCsC</a>



#### **Annex 1**

Abbreviations and acronyms

#### Annex 2

Terms of reference for the performance advisory group (PAG)

#### Annex 3

Terms of reference for the performers lists decision panel (PLDP)

## Annex 4

Flow chart illustrating the process for managing issues of concern

## Annex 5

Elements of the framework specifically applicable to medical performers

#### Annex 6

Elements of the framework specifically applicable to dental performers

## Annex 7

Elements of the framework specifically applicable to optometry performers

## **Annex 1: Abbreviations and acronyms**

<u></u>	
Contractor	The term contractor means pharmacy contractors and dispensing appliance contractors (DACs) included in the pharmaceutical list as currently there are no equivalent lists for individual pharmacists or DAC performers.
CPD	Continuing professional development
CQC	Care Quality Commission
Days	calendar days unless working days is specifically stated
DBS	Disclosure and Barring Service
DDA	Disability Discrimination Act
EU	European Union
FHS	family health services
FPC	family practitioner committee
FTT	first-tier tribunal
GDP	general dental practitioner
GDC	General Dental Council
GDS	General Dental Services
GMC	General Medical Council
GMS	General Medical Services
GOC	General Optical Council
GOS	General Ophthalmic Services
GP	general practitioner
GPhC	General Pharmaceutical Council
HPAN	Healthcare professional alert notice
HR	human resources
I&R	Induction and Refresher scheme
IELTS	International English Language Testing System
LDC	local dental committee

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LETD	
LETB	local education and training board
LMC	local medical committee
LOC	local optical committee
LPC	local pharmaceutical committee
LPS	local pharmaceutical services
LRC	local representative committee
MDO	medical defence organisation
NCAS	National Clinical Assessment Service
NHS CB	NHS Commissioning Board
NHS CBA	NHS Commissioning Board Authority
NHS DS	NHS Dental Services
NHS LA	NHS Litigation Authority
OMP	ophthalmic medical practitioner
PAG	performance advisory group
PCC	Primary Care Commissioning
PDS	personal dental services
PLDP	performers' list decision panel
PMC	primary medical contract
PMS	Personal Medical Services
PSNC	Pharmaceutical Services Negotiating Committee
RO	responsible officer
SI	statutory instrument
SOP	standard operating procedure

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SUI	serious untoward incident
The 2005 Regulations	The NHS (Pharmaceutical Services) Regulations 2005, as amended
The 2012 Regulations	The NHS (Pharmaceutical Services) Regulations 2012, as amended
The 2013 Directions	The Pharmaceutical Services (Advanced and Enhanced Services) (England) Directions 2013
The 2013 Regulations	The NHS (Pharmaceutical Services and Local Pharmaceutical Services) Regulations 2013

# Annex 2: Performance Advisory Group (PAG) terms of reference

## **Constitution and authority**

NHS England has established a sub-group within each NHS England team to be known as the performance advisory group (PAG). It has authority to undertake any activity within these terms of reference.

## Membership and quoracy

The PAG will be a repository of expertise provided by individuals with in-depth knowledge of performance procedures and professional standards and able to provide advice on handling individual cases. Membership should comprise four voting individuals. These are:

- 1. A senior NHS manager with a performance role who will chair the PAG \*
- 2. A discipline-specific practitioner nominated by the medical director \*
- 3. A senior manager with experience in primary care contracting and/or patient safety and experience \*
- 4. A lay member.

Additional non-voting individuals may be invited by the chair. This includes NHS England staff with contracting or patient safety and patient experience and local representative committee members, if not attending in their own right.

Each member of PAG will be appointed to their role in line with a competency framework.

## **Frequency**

The PAG will meet as frequently as is required, as dictated by caseload.

## **Purpose**

a. To provide advice, support, and take action where performance concerns have been raised.

To ensure that where the medical director has been made aware of a complaint or a concern relating to a GP, dentist, ophthalmic practitioner or pharmacist that may raise a question as to their fitness for purpose, this has been recorded in the practitioner's file and is referred to the PAG for discussion and are managed in accordance with the

<sup>\*</sup> The first three members must be present in order for the PAG to be quorate. All members have a vote and the chair has the casting vote, if necessary.

NHS England framework for managing performer concerns.



b. To ensure that performers in difficulty who do not present a threat to patient safety or public interest are signposted to the relevant agencies who can both support them and help them to prevent their performance from falling below the standard expected of the profession.

## **Objectives**

- a. To ensure that all concerns and all complaints related to a named primary care practitioner included on the performers list or on the pharmaceutical services list are considered, investigated where appropriate, and managed in the interest of patient safety and high standards of patient care.
- b. To ensure that primary care practitioners whose performance, conduct or health has given cause for concern are supported to return to a satisfactory standard where possible.
- c. To ensure a fair, open, consistent and non-discriminatory approach to the management of concerns.
- d. To facilitate the resolution of concerns through appropriate agreed local action and support for improvement.

#### **Duties**

- a. To consider each individual case related to a named primary care performer or pharmacy contractor and decide whether further action or further information is required, or that there is no case to answer.
- b. To decide upon and agree, ideally through consensus but if not through the majority, a relevant course of action, the level of support required and the resources required.
- c. To ensure that details of the primary care performer or pharmacy contractor where a concern has been discussed, details of the actions and outcome, and details of the whistle-blower, if applicable, are managed in accordance with the NHS England policies.
- d. To monitor progress in relation to the investigation of concerns and where appropriate of compliance and progress with remediation for cases and action plans which have been agreed outside of the NHS (England) (Performers Lists) Regulations 2013, and decide when the case can be closed, or whether further action is required.
- e. Where appropriate, to request a formal investigation.

f. Where appropriate, to refer to occupational health.



- g. Where appropriate, to refer to external agencies for advice, for example National Clinical Assessment Service (NCAS), national professional and representative bodies, local representative committees, local education and training boards, or other advisory bodies.
- h. To request action by the PLDP or Pharmaceutical Services Reference Committee (PSRC) if necessary.
- i. Where delegated by the PLDP to review progress of performers who have conditions imposed, provide a report and recommendations to the PLDP for the PLDP to make a decision in accordance with NHS (England) (Performers Lists) Regulations 2013.

## Reporting

#### The Chair of the PAG will:

- Carry out referrals to the PLDP.
- Report serious concerns related to a performer or contractor to the medical director.
- Report half yearly to the central team for the purpose of auditing the attendance, running and quoracy of the PAG.

## Payment terms for the PAG membership

Reimbursement for the PAG membership is as follows:

- £50.00 per hour or part thereof for attendance at the PAG.
- Travel expenses at NHS England mileage rate or second-class train.
- Payment and travel expenses will only be paid to those the PAG members who are not otherwise employed by NHS England.
- Individuals attending the PAG who are not members are not eligible for payment.

# Annex 3: Performers Lists Decision making Panel (PLDP) terms of reference

## **Constitution and authority**

NHS England has established a sub-group within each of its teams to be known as the Performers Lists Decision making Panel (PLDP). The group is authorised by NHS England to undertake any activity within this terms of reference.

## Membership and quoracy

The PLDP will take overall responsibility for the management of performance; decide on actions required on individual performance cases in line with the Performers Lists Regulations and any other statutory regulations and make referrals to other bodies where appropriate. Membership of the PLDP comprises of the following individuals:

- 1. A lay member who will chair the PLDP.
- 2. A discipline-specific practitioner.
- 3. A senior NHS England manager/director with responsibility for patient safety/experience.
- 4. The medical director for an NHS England team or their nominated deputy.

All four members need to be present for the PLDP to be quorate. All members have a vote and the chair has the casting vote, if necessary.

Additional non-voting members and advisors may also be invited by the chair from time to time. In addition the performer may be accompanied by a legal representative or an advocate or may be an LRC member.

Each member of the PLDP will be appointed to their role in line with a competency framework and relevant training will be provided.

In cases when immediate suspension is required under Regulation 12 (6) a decision may be taken outside of the PLDP meetings by the medical director with one other director. This decision must be reviewed by two members of the PLDP who have not been previously involved in the decision to suspend, within two working days beginning on the day the decision was made. The case must then be considered by the PLDP.

## Frequency

The PLDP will meet as frequently as is required, as dictated by caseload.

## **Purpose**

a. To take overall responsibility for the management of applications to the performers lists and concerns of those on the performers lists.

- b. To consider and take appropriate action on all referrals of a serious nature in relation to concerns of primary care performers.
- c. To consider whether action may be required under the NHS (Performers Lists) (England) Regulations 2013 and to invoke action under the Regulations where this is agreed as the course of action.

## **Objectives**

- a. To agree relevant and appropriate action in the interest of patient safety or the safety of colleagues.
- b. To consider information provided by the PAG and where necessary any other source in relation to primary care performers included on the relevant list.
- c. To consider any response by a performer in relation to concerns or complaint raised about them.
- d. To ensure that action is taken in line with NHS England policy and procedure, and in line with the performers lists regulations.
- e. Following consideration of applications to join the NHS England performers lists decide whether to invoke through the PLDP process Regulations in respect of on invoking deferral, conditional inclusion or refusal.

#### **Duties**

- a. To consider the information received, consider any recommendation made by PAG and make one or more of the following decisions:
- b. Take no further action and refer back to the PAG for case closure.
- c. Refer for further investigation or monitoring and, if agreed, delegate the actions to PAG.
- d. Consider referral to the primary care contracts team for consideration under the relevant contract regulations.
- e. Refer to the relevant regulatory body.
- f. Refer to the police.
- g. Refer to NHS Protect.
- Refer to any other organisation for remediation or intervention agreed.

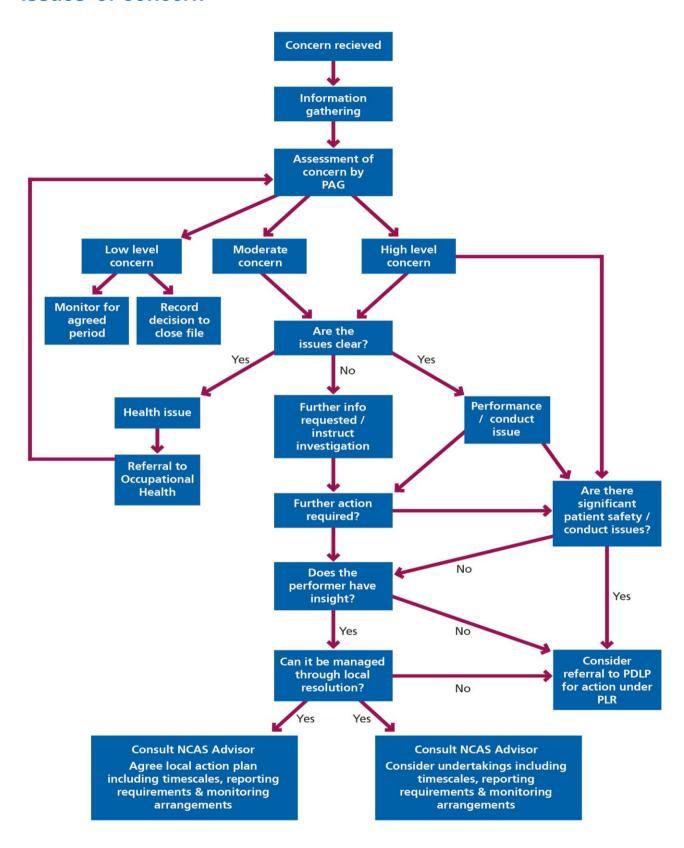
- i. Agree an action plan for remediation of the primary care performer or pharmacy contractor when appropriate, including a reporting process for monitoring of the implementation of the action plan.
- j. Request the issue of an alert through the agreed NHS England mechanism according to the Healthcare Professionals Alert Notice Direction (2006).
- k. Take action by invoking the NHS (Performers Lists) (England) Regulations 2013.

## Reimbursement for the PLDP membership

Reimbursement for the PLDP membership is as follows:

- £50.00 per hour or part thereof for attendance at the PLDP.
- Travel expenses at NHS England mileage rate or second-class train.
- Payment and travel expenses will only be paid to those the PLDP members who are not otherwise employed by NHS England.
- Individuals attending the PLDP who are not members are not eligible for payment.

Annex 4: Flow chart illustrating the process for managing issues of concern



# Annex 5: Elements of the framework specifically applicable to medical performers

## **Terminology**

For the purposes of consistency, the terminology used to describe those on the medical performers list will be providers and performers.

The NHS contracts with doctors, and some members of the NHS family, to provide primary care general medical services and they are known as providers.

Providers may employ or engage other doctors to deliver services to patients and these are known as performers. Some providers may also be performers and deliver services to patients.

Providers are ultimately responsible for all services delivered under the contract they hold with the NHS, whether they deliver the services themselves or they employ other professionals to deliver services under their contract.

The term responsible officer and associated duties relate only to primary care medical performers. The NHS England responsible officer(s) will have overall responsibility for responding to concerns through the statutory duties laid out in the Medical Profession (Responsible Officers) Regulations 2010 and the Medical Profession (Responsible Officers) (Amendment) 2013 but may delegate elements of these duties throughout NHS England to appropriate members of the responding to concerns team.

## Revalidation/appraisal

Revalidation is the process by which doctors demonstrate to the GMC that they are up to date and fit to practise. The cornerstone of the revalidation process is that doctors will participate in annual medical appraisal. On the basis of this and other information available to the responsible officer from local clinical governance systems, the responsible officer will make a recommendation to the GMC, normally every five years, about a doctor's fitness to practise. The GMC will consider the responsible officer's recommendation and decide whether to renew the doctor's licence to practise.

## Responsible officer regulations

This framework forms part of the responsible officer functions as set out in the Medical Profession (Responsible Officers) Regulations 2010 and the Medical Profession (Responsible Officer) (Amendment) Regulations 2013. The principles above are also principles of the responsible officer role which will seek to:

• ensure that doctors who provide and oversee care continue to be safe;

- ensure that doctors are properly supported and managed in sustaining and, where necessary, raising their professional standards;
- for the very small minority of doctors who fall short of the high professional standards expected, ensure that there are fair and effective local systems to identify them and ensure appropriate remedial, performance or regulatory action to safeguard patients; and
- increase public and professional confidence in the regulation of doctors.

The Medical Profession (Responsible Officers) Regulations 2010 and the Medical Profession (Responsible Officers) (Amendment) 2013 require each body designated under the regulations to appoint a responsible officer who must monitor and evaluate the fitness to practise of doctors. In particular this gives a responsible officer specific statutory duties relating to the identification, investigation and handling of concerns, monitoring of performance and conduct and in particular ensuring conditions or undertakings are in place, and addressing the concerns through the offering of appropriate support. The decision relating to the fitness to practise remains with the regulator, the GMC but is informed by the recommendation and information provided by the responsible officer.

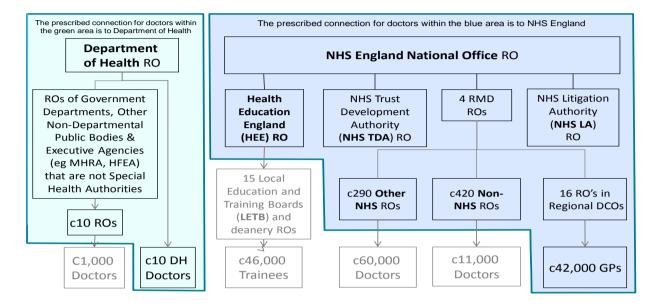
## NHS England as designated body

NHS England is the largest designated body under the Responsible Officers Regulations. It has a prescribed connection to approximately 45,000 primary care medical performers as well as a number of responsible officers, employed doctors and a small number of secondary care locum doctors. The means by which a doctor may have a prescribed connection to NHS England are described in detail in the NHS England published document 'Prescribed Connections to NHS England', and illustrated in Figure 1.

## Figure 1

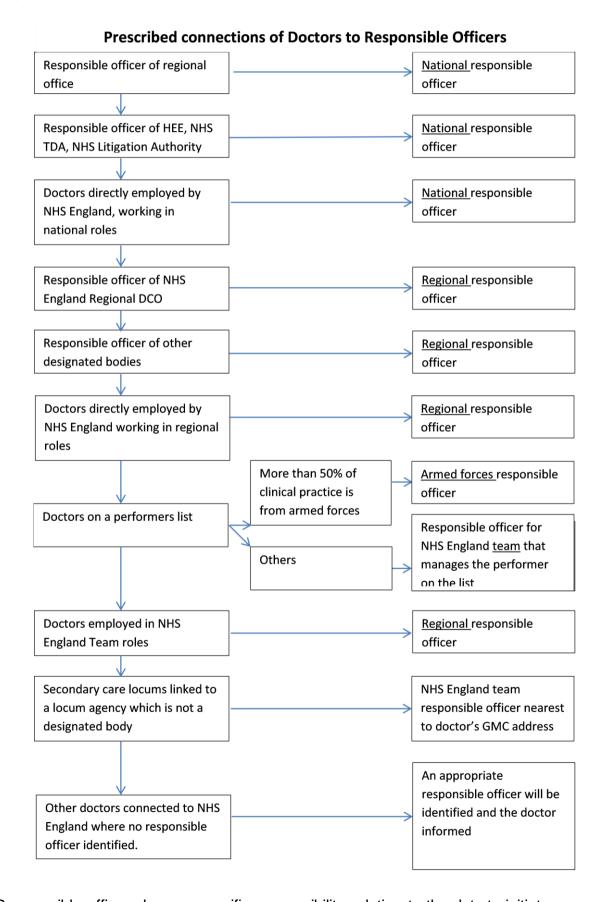
## **Prescribed Connections**





The rules for establishing which NHS England responsible officer a doctor relates to are illustrated in Figure 2.

#### Figure 2



measures to address concerns which may include requiring the performer to undertake re-skilling, re-training and/or rehabilitation services. There is no requirement on the designated body to fund this remediation however NHS England recognises that in exceptional circumstances it may be appropriate to do so.

#### Remediation

Remediation is based upon the following non-negotiable principles arising from the professional, regulatory, contractual and legal obligations;

- i. the responsibility of the individual doctor, flowing from professional and regulatory requirements, to keep themselves up to date and fit to practise;
- ii. the responsibility of the NHS provider to meet the quality and continuity aspects of their contract; and
- iii. the responsibility of the responsible officer (in England) to fulfil their legal requirements around investigation, training and work experience where there are concerns about a doctor.

Should the remediation process require a doctor to be placed away from their place of work, the impact on smaller organisations could be significant. Work is therefore underway to agree a case for making transitional funding / loans, to support alignment to the above three principles whilst mitigating organisational risk. **Until this work is completed, costs should be agreed locally on a case by case basis and linked to the local business needs.** 

Funding for individual practitioners should be exceptional and based on agreed clinical and service need. The following issues could be considered by NHS England teams in considering suitability for funding. These are suggestions only and should not be considered as formal guidance at this stage until formal policy has been agreed:

- the practitioner should produce a business case detailing the financial impact on them and on service delivery to explain why the costs of the remedial package cannot be contained within their business or individually without impacting on patient care;
- the remedial package should be supported by an educational action plan with measurable outcomes, including timescales and addressing all areas of concern;
- the performance of the practitioner is likely to improve to an acceptable standard i.e. as part of the formal assessment process, and a clear decision has been made that there is capacity to benefit from a planned remediation package;
- a signed learning agreement must be in place; and
- occupational health assessments would be supported but health care should be provided through NHS commissioned routes.

As a guiding principle and based on historical practice and the consensus of current practice in teams, where financial support is provided, split funding arrangements between the team and the individual are the norm.

It is therefore suggested based on this historical practice that NHS England teams may

pay up to 50% of costs up to maximum of £10,000, but that the individual practitioner should pay the first 50% and the total should include all on costs. Salaries, income or drawings will not be paid. Funding would apply to costs arising from conditions or outcome of formal assessment. In this context, formal assessment is defined as: A formal, structured and methodologically sound process conducted to assess performance across a practitioner's scope of practice, taking into account the concerns raised in order to identify development needs.

#### **GP Induction and Refresher Schemes**

The GP Induction and Refresher Scheme (I&R Scheme) in England provides an opportunity for GPs who may have previously been on the General Medical Council's (GMC) GP Register and on the NHS England National Performers List (NPL), to safely return to General Practice following a career break or time spent working abroad.

It also supports the safe introduction of overseas GPs who have qualified outside the UK and have no previous NHS GP experience. These doctors require a Certificate of Eligibility for GP Registration (CEGPR) as well as a licence to practice from the General Medical Council (GMC) before they can legally enter UK general practice.

There is no requirement in legislation for a GP to undergo a period of induction or refresher / returner training, however, a period of induction and adaptation is recommended for a doctor applying to join the performers list who has not worked in NHS general medical practice or in an equivalent service over the preceding 24 months.

NHS England Medical Directors need to be assured that all doctors included on the England Medical Performers List are suitable to be included on the List. Referral to the I&R scheme should be considered for any doctor, wishing to join the List who is unable to provide evidence that they have worked in an NHS general medical practice in the preceding 24 months

In the event that following a structured interview with HEE, it is felt that there is merit in the applicant progressing straight to a refresher training placement, the PLDP will consider the application with supporting information from HEE on a case by case basis.

The final decision regarding their application to be included on the List remains with NHS England.

From April 2015 there has been one national I&R scheme which includes:

- Assessment of the GP's learning needs on entry to the scheme
- supervised clinical practice in a GP training practice with a GP trainer [usually funded up to 6 months whole time equivalent]
- Maintaining an appropriate level of workplace based assessments and a learning log

- A further review at the end of the placement to assess on-going learning needs.
- All GPs who have undergone I&R will be recommended to have their first appraisal within six months of entry to the NPL

For the period of 2015 – 2018 there will be a bursary scheme available for I&R doctors which will be funded by NHS England but administered by HEE.

## Learning needs assessments (LNAs)

Doctors with formal GMC conditions or undertakings or who are having conditions imposed by NHS England, will not usually be eligible for a bursary to support them accessing the I&R scheme. An exception to this may be where conditions or undertakings relating solely to health matters and subject to an occupational health review.

Any doctor with formal GMC conditions or NHS England conditions or undertakings who may require a remedial training plan, should contact the NHS England local office to discuss their circumstances and level of support.

Where the I&R process is being considered as part of a LNA, responsibility for funding will usually rest with the GP.

## **English language testing**

In order to be competent and fit to practice independently in England within a primary care setting, performers need to be able to demonstrate adequate command of English to be able to ensure they can practise safely and effectively.

If an applicant has not studied or trained in the UK or Irish Republic, they must provide one of the following:

- A certificate indicating a pass obtained within the last two years of one of the current accepted language tests (or equivalent), at the required level of the academic IELTS 7.5 or equivalent as defined by the regulator. (Details of the standard are found in the application form for inclusion in the national performers lists NPL1); or,
- A certificate of graduation or postgraduate training within the past two years from a recognised medical school taught and examined in English; (Please refer to the general information section of this document for a list of countries where the first and native language is English); or,
- Evidence of successful completion if an Induction and Refresher assessment (I&R) which including a simulated surgery assessment; or,
- Evidence of successful completion of Annual Review of Competence Progression (ARCP).

#### **AND**

Evidence of three months professional employment from the past two years in a country where English is the first language, and current English language capabilities necessary for the work which those included in the list could reasonably be expected to perform are documented in the references submitted as part of the application form;

Or

In circumstances where the applicant cannot demonstrate evidence of their English language proficiency through the IELTs test or references, the RO or medical director will need to consider on a case by case basis whether the applicant has a sufficient command of the English language to allow inclusion on the list and may take advice from the LETB. In the event that the RO requires the applicant to undertake an oral language test, the cost of this will need to be met by the applicant.

## **Occupational health**

All applicants to the medical performers list are required to undergo occupational health assessment to provide them with clearance to work within the NHS. The occupational health clearance declaration certificate for medical performers should state whether performers have clearance to undertake exposure prone procedures (EPP), which they may perform in the course of their duties. If applicants are not cleared for EPP this does not in itself prevent them joining the performers lists as the PLDP may agree to include a performer with conditions.

## Safeguarding children

Unless the applicant is in an agreed training programme agreed by the GMC applicants to the medical performers list are required to provide evidence of child protection training at level 3, as a minimum, otherwise attainment at level 2 will be accepted at the point of entry with the requirement to have achieved level 3 as a minimum at CCT or completion of the l&R scheme. Information about the level of child protection training that is needed for different roles, and how often doctors should receive that training, is provided in Safeguarding children and young people: roles and competences for health care staff, published by the Royal College of Paediatrics and Child Health.

# Annex 6: Elements of the framework specifically applicable to dental performers

#### Introduction

This annex provides NHS England teams and primary care support services staff who process applications and those who admit (or otherwise) applicants to the list with information pertinent to dental performers list that is not included in the framework.

## **Terminology**

The NHS contracts with general dentists to provide NHS primary care dental services. These contractors are more commonly known as providers. Providers may employ or engage other general dentists to deliver services to patients. These dentists are known as performers. Providers may also be performers and deliver services to patients.

Providers are ultimately responsible for all services delivered under the contract they hold with the NHS, whether they deliver the services themselves or they employ or engage other professionals to deliver services under their contract.

## Dentists who are unable to demonstrate that they have worked within NHS England primary care dentistry during the last 24 months

If the applicant cannot demonstrate that they have worked within NHS England primary care dentistry in the past 24 months, they must demonstrate that they are competent to practice professionally and clinically and that they can show adequate communication, leadership and managerial skills to allow them to treat patients safely. This does not apply to applicants who are registered on a Dental Foundation Training Scheme.

All applicants are required to show that they know and understand the NHS health care system, which they will be working in and the standards expected of them. NHS England teams will either assess the applicants ability themselves or work with partner organisations to undertake the same. Following the assessment, the application and the outcome of the assessment will be considered by a PLDP.

The PLDP may impose conditions to support the applicant's induction to the NHS. Supportive conditions <u>may</u> include:

- 1. Participate and produce evidence of completion of an 'Introduction to the NHS course' or equivalent course offered or accredited by a dental deanery within three six months on an agreed case by case basis.
- 2. Produce two acceptable NHS competency based references from appropriate clinicians in the current practice after three months.
- 3. Submit a continuing professional development (CPD) plan within three months which addresses the clinical training needs identified through the assessment.
- 4. Completion of a satisfactory record keeping audit for an agreed number of

recently completed band 2 or 3 cases for adults and an agreed number of recently completed band 2 or 3 cases for adolescent children) after three months in practice and their reflection and learning that arises.

- 5. Production of a clinical audit and patient satisfaction survey (with results and recommendations implemented) after a period of six months in practice and their reflection and learning that arises.
- 6. Demonstrate an understanding of the promotion of oral health and referral quidelines through reflective learning statements and clinical audit.
- 7. Production of a portfolio of work to evidence the applicant is performing satisfactorily in accordance with NHS Regulations and GDC standards, set within six months.
- 8. Work with an approved workplace supervisor to oversee the clinical practice of the dentist during the period of the conditions (the level of workplace supervision to be stated in the conditions).

Following assessment, there may be some applicants who will also have conditions to restrict their practice to preclude them from performing procedures in which they are deemed not to have sufficient skill. However, once able to demonstrate attainment of a satisfactory level of competence in the procedure, these conditions can be removed.

All performers are required to commit to a five year cycle of continuing professional development under the terms and conditions of registration with the regulatory body. Requirement for clinical training in respect of admission to the performers list may form part of the five year CPD commitment required by the regulatory body. The CPD plan should include training in respect of information governance to ensure a satisfactory understanding of NHS England's standards to be compliant

## Non EEA applicants and EEA applicants who have not studied in the EEA

All non EEA applicants must also demonstrate that they comply with the same standards as stated above are required for returners and EEA applicants.<sup>1</sup> If the applicant cannot demonstrate that they have worked within NHS primary care dentistry in the last 24 months they will be required to participate and satisfactorily complete an equivalence scheme.

The length of the scheme will be determined by the Dental Deanery on a case-by-case basis following an assessment of the applicant's clinical skills and knowledge. It requires the practice to be approved by Health Education England and the agreement of a suitable dentist in the practice to be the applicant's mentor for the equivalence period. The applicant, following satisfactory completion of the equivalence period is issued a foundation dental training certificate by the postgraduate dental dean, following which the applicant can apply for full inclusion on the dental performers list.

<sup>&</sup>lt;sup>1</sup> EEA Nationals with third country qualifications are able to get those qualifications recognised under the MRPQ if they have undertaken 3 years practical experience in an EEA State. These cases should be treated the same as EEA nationals with EEA qualifications.

## Foundation dentist applicant

- Applicants who are undertaking a dental foundation training course are required to provide a certificate to demonstrate satisfactory completion of the foundation training course, which releases them from the undertakings under the PL Regulations requiring them to work with an approved trainer.
- 2. Dentists completing an equivalent foundation training course are required to provide confirmation from the postgraduate dental dean or director of postgraduate dental education that they have demonstrated the knowledge and experience equivalent to that of a dentist who has completed foundation training.
- 3. The PCS office will then record this on the file.

## Revalidation/appraisal

All performers must ensure that they are up to date with their CPD, skills and training in line with General Dental Council requirements and take part in their practice appraisal scheme.

## **English language testing**

Applicants who do not have a certificate of graduation or postgraduate training from the past two years which was taught and examined in English will have to provide evidence of:

- a pass at level 7.5 of the (academic) IELTS exam (or equivalent as set by the regulator); and
- Evidence twelve months full time equivalent professional employment as a
  dentist within the past 4 years in a country where the first and native language is
  English and current English language capabilities necessary for the work which
  those included in the list could reasonably be expected to perform. This should
  be in the form of references submitted with the application form that attest to the
  performer's knowledge of English.
- Alternatively, performers can agree to have a face to face interview with an individual appointed by the responsible officer (RO) or medical director who is deemed competent to assess the applicant's standard of oral English and practical application in a clinical context.

The applicant will be required to meet the cost of any oral language testing required as part of the application process.

## **Occupational health**

All applicants to the dental performers list are required to undertake occupational health assessment to provide them with clearance to work within the NHS. General Dental Practitioner applicants will need 'additional health clearance' to the standard required for performance of Exposure Prone Procedures because these form part of their everyday work.

## Safeguarding Children

Unless the applicant is in an agreed HEE training programme applicants to the dental performers list are required to provide evidence of child protection training at level 2, as a minimum. Attainment at level 1 will be accepted at the point of entry onto a HEE training programme with the requirement to have achieved level 2 as a minimum at completion of the training scheme. Information about the level of child protection training that is needed for different roles, and how often clinicians should receive that training, is provided in *Safeguarding children and young people: roles and competences for health care staff,* published by the Royal College of Paediatrics and Child Health.

# Annex 7: Elements of the framework specifically applicable to ophthalmic performers

#### Introduction

This annex provides NHS England teams and primary care support services staff who process applications and those who admit (or otherwise) applicants to the list, with information pertinent to the ophthalmic performers list that is not included in the framework.

## **Terminology**

For the purposes of consistency, the terminology used to describe those on the ophthalmic performers list will be providers and performers.

The NHS contracts with optometrists to provide primary care general ophthalmic services and they are known as providers.

Providers may employ or engage other optometrists to deliver services to patients and these optometrists are known as performers. Providers may also be performers and deliver services to patients.

Providers are ultimately responsible for all services delivered under the contract they hold with the NHS, whether they deliver the services themselves or they employ other professionals to deliver services under their contract.

## Application to join the list - newly qualified optometrists – ability to join the performers list and definition of 'intention to work'

Optometrists are permitted to apply for inclusion to the NHS ophthalmic performers list up to a maximum of three months prior to the expected date of successful completion of their pre-registration year. Many practitioners await completion of their exams before applying. This means that though qualified and legally permitted to carry out private eye examinations, they may not perform NHS sight tests until included on the performers list.

Applicants must be able to demonstrate an intention to work in the NHS at the time of submitting their application although they may apply to join the list whilst they seek employment.

## **English language testing**

Applicants who do not have a certificate of graduation or postgraduate training from the past two years which was taught and examined in English will have to provide evidence of:

• a pass at level 7.5 of the (academic) IELTS exam (or an alternative examination)

and

three months professional employment from the past two years in a country
where English is the first language and current English language capabilities
necessary for the work which those included in the list could reasonably be
expected to perform. This should be in the form of references submitted with the

application form that attest to the performer's knowledge of English.

 Alternatively, performers can agree to have a face to face interview with an individual appointed by the responsible officer (RO) or medical director who is deemed competent to assess the applicant's standard of oral English and practical application in a clinical context.

The applicant will be required to meet the cost of any oral language testing required as part of the application process.

## **Occupational health**

Occupational Health assessment and clearance is not ordinarily required for applicants to the ophthalmic performers list. However, an assessment may be appropriate if an extended scope of practice is commissioned.

## Safeguarding children

Applicants to the ophthalmic performers list are required to provide evidence of child protection training at level 2 as a minimum Information about the level of child protection training that is needed for different roles, and how often clinicians should receive that training, is provided in *Safeguarding children and young people: roles and competences for health care staff,* published by the Royal College of Paediatrics and Child Health.