

Report on Immunisation Services in the Borough of Merton

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Presented to: Merton Health Scrutiny Committee

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Aims

This paper provides an overview of Section 7a immunisation programmes in the London Borough of Merton. This paper focuses on childhood immunisations.

It covers the vaccine uptake for each programme and an account of what NHS England London Region is doing to improve uptake.

Members of the Merton Health Scrutiny Committee are asked to note and support the work that system partners across London, including NHSE (London), the Local Authority, and the Integrated Care Board (ICB) are doing to increase vaccination uptake in Merton.

Background

The World Health Organization (WHO) states that vaccinations are one of the public health interventions that have had the greatest impact on the world's health. Vaccination is also one of the most cost-effective public health interventions. High immunisation rates are key to preventing the spread of infectious disease, protecting from complications and deaths. Childhood immunisation in particular helps to prevent disease and promote child health from infancy, creating opportunities for children to thrive and get the best start in life.

Section 7a immunisation programmes are population-based, publicly funded immunisation programmes that cover the life course and include:

- Routine Childhood Immunisation Programme for 0-5 years
- School-age vaccinations
- Adult vaccinations
- COVID-19 vaccination programme

Routine Childhood Immunisation Programme for 0-5 years

Age Due	Diseases protected against
8 weeks	Diphtheria, tetanus, pertussis (whooping cough), polio, Haemophilus influenzae type b (Hib) and hepatitis B
	Meningococcal group B (MenB)
	Rotavirus gastroenteritis
12 weeks	Diphtheria, tetanus, pertussis, polio, Hib and hepatitis B
	Pneumococcal (13 serotypes)
	Rotavirus
16 weeks	Diphtheria, tetanus, pertussis, polio, Hib and hepatitis B
	MenB
1 year	Hib and Meningococcal group C (MenC)
	Pneumococcal
	Measles, mumps and rubella (German measles)
	Meningitis B (Men B)
Eligible paediatric age groups	Influenza (each year from September)
Three years four months	Diphtheria, tetanus, pertussis and polio (4-in-1 pre-school booster)
	Measles, mumps and rubella

The full immunisation schedule can be found in the <u>Green Book</u>. Changes to this schedule are regularly reviewed and recommendations are made at the UK Joint Committee on Vaccination and Immunisation (JCVI).

The European Region of the World Health Organization (WHO) currently recommends at least 95% of children are immunised against diseases preventable by immunisation and targeted for elimination or control, specifically, diphtheria, neonatal tetanus, pertussis, polio, Haemophilus influenzae type b (Hib), Hepatitis B, measles, mumps, and congenital rubella.

There is an expectation that UK coverage rates of all routine childhood immunisations up to 5 years of age achieve 95%.

Roles and responsibilities

The Department of Health and Social Care (DHSC) provides national strategic oversight of vaccination policy in England, with advice from the independent Joint Committee on Vaccination and Immunisation (JCVI) and the Commission on Human Medicines. They also set performance targets.

NHS England (NHSE) is responsible for commissioning national immunisation programmes in England under the terms of the Section 7a agreement, National Health Service Act 2006. NHSE is accountable for ensuring that local providers of services deliver against the national service specifications and meet agreed population uptake and coverage levels. NHSE is also responsible for monitoring providers' performance and for supporting providers in delivering improvements in quality and changes in the programmes when required.

The UK Health Security Agency (UKHSA) undertakes surveillance of vaccinepreventable diseases and leads the response to outbreaks of vaccine-preventable diseases. They provide expert advice to NHSE immunisation teams in cases of immunisation incidents.

Integrated Care Systems (ICSs) have a duty of quality improvement, and this extends to primary medical care services. ICBs provide opportunities for improved partnership working across NHSE (London), local authorities, voluntary and community sector partners to improve immunisation uptake and reach underserved areas and populations. NHSE (London), alongside ICBs, local authorities and others, will work to progress delegated commissioning for vaccination and screening. It is anticipated that the first wave of delegation of the commissioning of immunisation services will be in Spring 2024.

Local authority public health teams deliver population health initiatives including improving access to health and engagement and promotion of immunisations overall.

Pre-school and adult vaccinations are usually delivered by GP surgeries. They are commissioned through the NHS GP contract. Five core GP contractual standards have been introduced to underpin the delivery of immunisation services: a named lead for vaccination service, provision of sufficient convenient appointments, standards for call/recall programmes and opportunistic vaccination offers, participation in nationally agreed catch-up campaigns, and standards for record-keeping and reporting. One of the five Quality and Outcomes Framework (QOF) domains is childhood vaccinations and shingles vaccination, rewarding GP practices for good practice.

School-age immunisations are commissioned by the seven regional NHSE teams and delivered through School Age Immunisation Services (SAIS).

Vaccinations are also provided by maternity services, some outreach services, and community pharmacies.

Inclusion and Equity

The problem is not just overall coverage but the variation in coverage across groups, which can increase the likelihood of preventable outbreaks locally. Groups with lower coverage include migrants, urban communities, more deprived communities, and certain ethnic groups.

People migrating to the UK can have different vaccination schedules or lower vaccination rates overall. This may be due to different national vaccination schedules, missed vaccinations in the country of origin, or missed opportunities for vaccination after arrival to the UK.

Geographic vaccine coverage varies, with lower coverage in urban areas and London, compared to England as a whole.

At a national level, there are some small inequalities by socioeconomic status, with coverage being slightly lower in lower socio-economic groups.

For the routine childhood vaccinations, there is no simple relationship between ethnicity and coverage. The relationship varies by immunisation programme and by area. However, coverage does appear to be more consistently lower than White-British children in certain ethnic groups, for example, Black Caribbean, Somali, White Irish, and White Polish populations. Some ethnic groups, notably South Asian ethnicities, have broadly similar and sometimes higher vaccination coverage than White children. For MMR these relationships were less consistent, in that coverage in children of White ethnicity could be lower or the same as other non-White groups, thought to perhaps reflect differences with respect to awareness of the MMR controversy. For HPV, lower indicators of coverage were consistently seen for non-White ethnic groups.²

Data Nationally

Overall, coverage for most vaccines in England is high and comparable with other high-income countries although there has been a small but steady decline in the last few years. Nationally, in 2021-2022, vaccine coverage decreased by 0.2% to 1.1% depending on the vaccine. No vaccines met the 95% target. Coverage for the 6-in1 at 5 years decreased from 95.2% in 2020-21 to 94.4% in 2021-22.

Data Regionally

Historically and currently, London performs lower than the national (England) average across all the immunisation programmes. Uptake in London has also fallen over the past 6 years and has fallen further than elsewhere in the country.

Every borough in London is below the 95% WHO target. For some vaccines such as MMR, all London boroughs have an uptake below 90%. Two-thirds of all measles cases in 2023 in England were in London.

London has a highly mobile population, a large migrant population, and areas of high deprivation. In London, vaccine uptake is lower in areas of higher deprivation compared with areas of low deprivation across all ethnicities.

Immunisation	Engla	and	Loi	n don	S	WL	Cro	ydon	Kin upon	gston Thames	Me	erton	Rich upon	mond Thames	Su	ırrey	Su	itton	Wand	lsworth
12m_DTaPIPVHib3	🤟 (91.9%	Ŷ	87.9%	Ŷ	89.7%	Ŷ	85.2%	Ŷ	89.6%	P	91.0%	Ŷ	85.3%	Ŷ	91.6%	Ŷ	91.5%	Ŷ	89.4%
12m_MenB	y y	91.6%	Ŷ	87.4%	Ŷ	89.6%	Ŷ	84.6%		91.0%	Ŷ	90.3%	Ŷ	85.9%	Ŷ	91.5%	Ŷ	91.5%	Ŷ	89.3%
12m_PCV	- 🌵 🤉	94.0%	Ŷ	90.5%	Ŷ	92.0%	Ŷ	88.6%		92.4%	Ŷ	93.0%	Ŷ	88.2%	Ŷ	93.9%	Ŷ	93.9%	Ŷ	90.4%
12m_Rota	^	89.3%	Ŷ	85.9%	Ŷ	88.3%	Ŷ	85.7%	Ŷ	89.2%	Ŷ	89.1%	Ŷ	83.3%	Ŷ	89.7%	Ŷ	91.1%	Ŷ	87.4%
24m_DTaPIPVHib3_Primary	Ŷ !	93.0%	Ŷ	88.8%	Ŷ	90.9%	Ŷ	88.3%	- ↓	90.3%	Ŷ	90.9%	Ŷ	91.0%		91.9%		91.2%	Ŷ	90.8%
24m_HibMenC_Booster	_∳ ;	88.9%	Ŷ	81.6%	Ŷ	80.7%	Ŷ	77.2%		85.7%	Ŷ	80.7%	Ŷ	81.8%	Ŷ	79.8%	Ŷ	83.0%	Ŷ	83.4%
24m_MenB_Booster	_∳ ;	87.8%	Å	80.0%	Ŷ	80.7%	Ŷ	78.1%	Ŷ	83.9%	Ŷ	81.0%	Ŷ	80.8%	Å	79.6%	Ŷ	84.5%	Ŷ	83.7%
24m_MMR1	_∱ :	89.0%	Ŷ	82.2%	Å	81.8%	4	79.5%	Ŷ	86.5%	Ŷ	82.7%	Ŷ	83.6%	Ŷ	79.7%	Ŷ	86.2%	Ŷ	85.2%
24m_PCV_Booster	_∳ ;	88.5%	Ŷ	80.6%	Ŷ	81.5%	4	79.0%	Ŷ	86.3%	Ŷ	83.4%	Ŷ	82.4%	Ŷ	80.0%	Ŷ	84.9%	Ŷ	83.7%
5y_DTaPIPV_Booster	^	84.0%	Ŷ	74.7%	Ŷ	77.4%	Ŷ	74.0%	Ŷ	80.1%	Ŷ	72.3%	Ŷ	74.5%	Å	81.7%	Ŷ	79.5%	Ŷ	68.4%
5y_DTaPIPVHib3_Primary	Ŷ !	93.5%	Ŷ	89.0%	4	90.3%	Ŷ	87.3%	Ŷ	90.9%	Ŷ	90.3%	Ŷ	92.9%		90.9%		91.5%	Ŷ	89.0%
5y_HibMenC_Booster	y y	91.0%	Ŷ	85.5%	Ŷ	87.4%	Ŷ	84.4%	Ŷ	87.1%	Ŷ	84.4%	Ŷ	86.7%		90.0%	Ŷ	88.3%	Ŷ	83.9%
5y_MMR1	Ŷ !	92.9%	Ŷ	87.5%	Ŷ	90.0%	Ŷ	86.3%	Ŷ	90.8%	Ŷ	85.9%	Ŷ	90.0%	Ŷ	92.6%	Ŷ	91.3%	Ŷ	86.2%
5y_MMR2_Booster	1	85.2%	Ŷ	75.2%	Ŷ	79.1%	Ŷ	73.7%	Ŷ	80.0%	Ŷ	73.4%	Ŷ	74.3%	Ŷ	83.1%	Ŷ	80.7%	Ŷ	76.5%

Data for Merton

Cover of vaccination evaluated rapidly (COVER) Programme 22-23. Date July-Sept 2022.

In Quarter 3 (July-September 2022) there was a slight overall increasing trend across almost all of the childhood vaccinations (green arrow), except for the two booster doses of Hib/MenC booster and the Meningitis B booster.

For the primary childhood dose Merton has a higher uptake of the 6 in 1 primary dose at 2 years (91%) than the London average (89%).

Uptake for the 4 in 1 pre-school booster dose of DTaP/IPV is lower in Merton (72%) than the London average of 75%.

Uptake for MMR1 at 2 years is slightly higher in Merton (83%) than the London average (82%).



Uptake of MMR2 at 5 years in Merton (73%) is lower than the London Average (75%).

Following a similar pattern to nationally and in London, uptake of the primary 6 in 1 dose and MMR1 in Merton has decreased slightly over the last 3 years.

The uptake for the booster dose of DTaP/IPV at 5 years in Merton has increased over the last 3 years and is now approaching the London average.

The uptake of MMR2 in Merton has increased over the last 5 years but remains below the London average.

Challenges



Actions

Increasing vaccination uptake is complex and requires a suite of interventions. Work is ongoing at a national, regional, system, and place level to increase uptake in Merton.

A strong focus for Merton, SWL and London is to increase childhood immunisation coverage overall to pre-pandemic levels and to identify the communities which are persistently missed from vaccination and other health services. A particular high risk in 2023 is the sub-optimal childhood MMR1 and 2 coverage (below 95%) which increases the risk of preventable measles outbreaks. To reduce the risk of poliovirus transmission, a strong focus remains on identifying and supporting underserved communities of Merton and London.

National and Regional

- A London Immunisation Strategy is currently being developed to both improve vaccination uptake and reduce inequalities. The first draft of the London Immunisation Strategy will be reviewed by the London Immunisations Board in late June 2023.
- NHSE London funds local Immunisation Coordinators across the region. These coordinators provide a critical interface between GP practices, ICBs and NHSE-L to ensure that immunisation strategic plans get delivered through services on the ground.
- A national NHSE MMR vaccination call and recall service was implemented between September and December 2022. This promoted the take-up of the MMR vaccine amongst individuals between the ages of 1 to 25 years through letters and texts.
- NHSE-L has commissioned UKHSA to deliver immunisation training to all vaccinators in London. Confident and competent staff are crucial to building and maintaining trust and delivering a high-quality service. This includes listening to parental concerns or reservations and preventing any vaccine incidents.
- Vaccinations have been added to the Making Every Contact Count London resource hub to facilitate using every available opportunity to engage with the public to increase vaccination.
- A regional communications campaign took place across London in March 2023 to encourage the uptake of missed MMR doses. This included media, social media, health ambassadors, translated materials, and attendance at local events and community groups.
- In a concentrated effort to reach all missed children and ensure London remains polio-free, a funded regional catch-up programme through the School Age Immunisation Service and GP practices is underway to provide DTaP catch-up, MMR catch-up, and full-schedule catch-up. We anticipate

that the first quarter findings and uptake rates for London will be available by January 2024.

• The London Immunisation Board, The Mayors Health Board, and SW London Integrated Care Board have all agreed on the 10 principles for London vaccination. Action will now focus on developing this into a comprehensive delivery approach tailored to community needs and building on Borough-led health initiatives.



System and Place

- A three-year immunisations strategy for South West London (SWL) is being developed with partners, which will include six borough-specific immunisation delivery plans. It is anticipated this will be available in the late summer or early autumn. The aim of the strategy will be to support boroughs by providing a framework within which to operate, setting key priorities for SWL as well as at borough level based on local need.
- The focus of the immunisation strategy for Merton is improving the uptake of preschool boosters and MMR.
- Working with local GP practices to ensure correct coding of vaccination data, unregistering children who have moved, sending text reminders, and opening additional vaccination clinic slots in the school holidays.
- Insight-led behaviour change campaigns: multiple channels to reach Merton's local community: digital advertising including social media, google, and advertising on other relevant websites, radio adverts, ad-vans, billboards, street ambassadors, and community champions.

- Developing partnerships: fortnightly meetings are held with the ICB and Local Authority communications colleagues and regular meetings with providers. The Merton Immunisation Steering Group meet quarterly and reports into a SWL Operational Delivery Group chaired by the ICB. Partnership working has been used to: develop and share content, provide up-to-date information for community champions, host webinars, and engagement opportunities, and identify relevant pop-up locations for the local community.
- Working with the voluntary sector: a new grants programme for community organisations. Funding was prioritised for events likely to reach communities experiencing health inequalities. During the events, residents received tailored messages which focused on vaccinations and included other information including cost of living support and mental health services.
- Information to support an informed decision: responding to misinformation circulating on vaccinations using local insight. Recently, an audit of the feedback from over 6000 South West London residents was used to create a new leaflet responding to misinformation. This was shared in a range of different languages.

Case study example

Local Vaccine Coordinator working with Merton's GP practices

GP practices are supported to review their immunisation records. For example, at one Merton GP surgery preschool booster uptake rose from 50% to 75% when already delivered vaccine doses were correctly recorded. These reviews also identify all the children with incomplete vaccine schedules for targeted action. Reasons identified include refusals amongst some families for all vaccinations, patients who have left the country but have not been deregistered from the GP practice, doses given a few days early so they are not recognised in the data collection process, and some children who have recently moved to Merton from abroad but have not given their vaccination history to the GP practice. There is a recognition that opportunistic vaccination when the child attends the GP practice for other reasons is key to accessing these groups: Making Every Contact Count.

Appendix 1: Immunisation schedule

Routine childhood immunisations					
Age Due	Diseases protected against	Vaccine given	Trade name	Usual Site	
8 weeks	Diphtheria, tetanus, pertussis (whooping cough), polio, Haemophilus influenzae type b (Hib) and hepatitis B	DTaP/IPV/Hib/HepB	Infanrix hexa or Vaxelis	Thigh	
	Meningococcal group B (MenB)	MenB	Bexsero	Left thigh	
	Rotavirus gastroenteritis	Rotavirus	Rotarix	By mouth	
12 weeks	Diphtheria, tetanus, pertussis, polio, Hib and hepatitis B	DTaP/IPV/Hib/HepB	Infanrix hexa or Vaxelis	Thigh	
	Pneumococcal (13 serotypes)	PCV	Prevenar 13	Thigh	
	Rotavirus	Rotavirus	Rotarix	By mouth	
16 weeks	Diphtheria, tetanus, pertussis, polio, Hib and hepatitis B	DTaP/IPV/Hib/HepB	Infanrix hexa or Vaxelis	Thigh	
	MenB	MenB	Bexsero	Left thigh	
1 year	Hib and Meningococcal group C (MenC)	Hib/MenC	Menitorix	Upper arm/thigh	

	Pneumococcal	PCV booster	Prevenar 13	Upper arm/thigh
	Measles, mumps and rubella (German measles)	MMR	MMRvaxPro or Priorix	Upper arm/thigh
	MenB	MenB booster	Bexsero	Left thigh
Eligible paediatric age groups	Influenza (each year from September)	Live attenuated influenza vaccine LAIV	Fluenz Tetra	Both nostrils
Three years four months	Diphtheria, tetanus, pertussis and polio	dTaP/IPV	Boostrix-IPV	Upper arm
	Measles, mumps and rubella	MMR (check first dose given)	MMRvaxPro or Priorix	Upper arm
12-13 years	Cancers and genital warts caused by specific human papillomavirus (HPV) types	HPV (2 doses 6 to 24 months apart)	Gardasil	Upper arm
14 years Year 9	Tetanus, diphtheria and polio	Td/IPV (check MMR status)	Revaxis	Upper arm
	Meningococcal groups A, C, W and Y	MenACWY	Nimenrix	Upper arm

Selective childhood immunisation programmes					
Target group	Age and schedule	Disease	Vaccines required		
Babies born to hepatitis B infected mothers	At birth, 4 weeks and 12 months old	Hepatitis B	Hepatitis B (Engerix B/HBvaxPRO)		
Infants in areas of the country with tuberculosis (TB) incidence >= 40/100,000	Around 28 days old	Tuberculosis	BCG		
Infants with a parent or grandparent born in a high incidence country	Around 28 days old	Tuberculosis	BCG		
Children in a clinical risk group	From 6 months to 17 years of age	Influenza	LAIV or inactivated flu vaccine if contraindicated to LAIV or under 2 years of age		

Adult Immunisation Programme					
65 years old	Pneumococcal (23 serotypes)	Pneumococc al Polysacchari de Vaccine (PPV)	Pneumovax 23		
65 years of age and older	Influenza (each year from September)	Inactivated influenza vaccine	Multiple		
70 to 79 years of age	Shingles	Shingles	Zostavax3 (or Shingrix if Zostavax contraindicated)		
Pregnant women	At any stage of pregnancy during flu season	Influenza	Inactivated flu vaccine		
	From 16 weeks gestation	Pertussis	dTaP/IPV (Boostri x-IPV)		

The complete routine immunisation schedule from February 2022 (publishing.service.gov.uk)

Appendix 2: Data Collection

Data is uploaded into Child Health Information Service (CHIS) from GP practice records via a data linkage system. The CHIS provides quarterly and annual submissions to the UKHSA for their publication of statistics on 0-5s childhood immunisation programmes. This is known as Cohort of Vaccination Evaluated Rapidly (COVER) and these are the official statistics. Annual data is more complete and should be used to look at longer-term trends.

COVER monitors immunisation coverage data for children in the UK who reach their first, second, or fifth birthday during each quarter. Children having their first birthday in the quarter should have been vaccinated at 2, 3, and 4 months, those turning 2 should have been vaccinated at 12/13 months and those who are having their 5th birthday should have been vaccinated before 5 years, ideally 3 years 3 months to 4 years.

There are known complexities in collecting data on childhood immunisations. Indeed, since 2013, London's COVER data is usually published with caveats, and drops in reported rates may be due to data collection or collation issues for that quarter.

Production of COVER statistics in London involves a range of individuals and organisations with different roles and responsibilities. London has four CHIS Hubs – North East London (provider is North East London Foundation Trust, NELFT), South East London (provider is Health Intelligence), South West London (provider is Your Healthcare CIC), and North-West London (provider is Health Intelligence). These Hubs are commissioned by NHSE to compile and report London's quarterly and annual submissions to UKSA for COVER.

A 'script' or algorithm is utilised to electronically extract anonymous data from the relevant data fields to compile the reports for COVER within the caveats specified. For example, for the first dose of MMR, any child who had their MMR vaccination before their first birthday is not included and so appears unvaccinated.

CHIS Hubs are commissioned to check the reports run and are expected to refresh the reports before final submission to UKHSA. CHIS Hubs are also commissioned to 'clean' the denominator by routinely undertaking 'movers in and movers out' reports. This is to ensure the denominator is up to date with the children currently resident in London. They are also expected to account for the vaccinations of unregistered children in London. There are ongoing issues with CHIS Hubs keeping up to date with movers in and removals which is picked up in contract performance meetings with the NHSE (London) commissioners.

Immunisation data is extracted from London's general practices' IT systems and uploaded onto the CHIS systems. This isn't done directly by the CHIS Hubs. Instead, data linkage systems provided by three different providers provide the interface between general practices and CHIS. Two of these providers – QMS and

Health Intelligence – are commissioned by NHSE whilst 4 boroughs in outer North-East London commission a separate system.

NHS (London) Immunisation Commissioning Team receives data linkage reports from QMS and Health Intelligence. This provides a breakdown by general practice of the uptake of vaccinations in accordance with the COVER cohorts and cohorts for Exeter (for payments). This information is utilized by the team as part of the 'COVER SOP', to check against the COVER submissions by CHIS to question variations or discrepancies.

While data linkage systems provide an automated solution to manual contact between CHIS and General Practices, data linkage does not extract raw data. General practices have to prepare the data for extraction every month. This will vary between practices how automated the process is, but it can be dependent upon one person to compile the data in time for the extraction by the data linkage system providers and should this person be on annual or sick leave, there will be missing data.

General practices have to prepare data for four immunisation data systems – COVER, ImmForm (although this is largely done by their IT provider of Vision, EMIS or TPP SystmOne, all of whom are commissioned by their ICS), CQRS (the payments system run by NHS England for the payment of administration of the vaccine) and Exeter (payments system, whereby practices receive targeted payments for achieving 70% or 90% uptake of their cohorts – these cohorts are different to the COVER cohorts of children). Preparation of data for the systems again will vary between practices but this can be time and resource intensive. There is also an array of codes that can be used to code the vaccination (if a code different to what the data linkage system recognises is utilised, it results in the child looking unvaccinated) and there are difficulties with coding children who received their vaccinations abroad or delays in information on vaccinations given elsewhere in UK being uploaded onto the system in time for the data extraction.

Whilst NHSE (London) immunisation commissioning team verify and pay administration of vaccines that are part of the Section 7a immunisation programmes, they do not commission General Practices directly. Vaccination services, including call/recall (patient invite and reminder systems) are contracted under the General Medical Services (GMS) contract. This contract is held by primary care commissioning directorates of NHSE.

For most newer vaccine programmes and for those targeting people older than 5 years vaccination and population data is extracted directly from general practice systems using ImmForm, an online platform.

Appendix 3: Contacts

Name, Role	Contact
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