

**Report of: The Office of the Director of Public Health**

**Report to: Ian Cameron – Director of Public Health**

**Date: 15<sup>th</sup> December 2015**

**Subject: Report to request the waiver of Contracts Procedure Rules (CPR) 9.1 and 9.2 in order for Leeds City Council to enter into a contract with Health for All for a period of 24 months to deliver a Holistic Community Health and Wellbeing Service.**

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s):		
<ul style="list-style-type: none"> <li>▪ Ward Areas included in Leeds South and East CCG Area –</li> </ul> <p>Middleton Park, Rothwell, Beeston and Holbeck, Cross Gates and Whinmoor, Temple Newsam, City and Hunslet, Garforth and Swillington, Ardsley and Robin Hood, Burmantofts and Richmond Hill, Gipton and Harehills, Kippax and Methley, Killingbeck and Seacroft</p>		
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number:		
Appendix number:		

**Summary of main issues**

1. A holistic community health and wellbeing service is being procured by Leeds City Council on behalf of Leeds South and East Clinical Commissioning Group (LSE CCG). This funding will be used to increase the local capacity of services in the Leeds south and east CCG area for 24 months to work with individuals on a one to one basis with the aim of improving their overall health and wellbeing. This new service will build on the principles of a health trainer service model and be developed to meet the identified needs of the Leeds south and east communities. The sessions will be held in appropriate identified community venues.

2. The sessions will be delivered in GP Practices / local community venues in the LSE CCG locality area, with a focus on the 10% most deprived areas. The organisation delivering this service will work with a range of potential referrers including GP practices and other frontline staff to develop pathways of support for local people. This service will carry out targeted work with Eastern European communities to address health needs and ensure appropriate engagement with services. It will also develop a work programme with community hubs to provide accessible and integrated services to help people move into the labour market. The service will provide sessions to match the needs of the community and this likely to involve weekend and evening work. In addition, this service will recruit and provide appropriate training of workers before delivery commences.
3. It is proposed to award a contract to Health for All, a local third sector organisation, who runs the existing health trainer service in the area. They are able to demonstrate significant knowledge and understanding of the needs of the communities of south and east Leeds, and can use their existing referral systems and premises to set the service up. A single service provider working within this area providing both the existing health trainer service and the new holistic and wellbeing service will prevent potential confusion for the local population and other health professionals (including GPs) about where people can go for help and what services are on offer. It will also stop duplication of services.
4. Monitoring of this service will occur on a regular basis and a full evaluation will take place including citizens' feedback to inform future commissioning intentions.

## **Recommendations**

5. The Director of Public Health is recommended to waive Contracts Procedure Rules 9.1 and 9.2 to enter into a contract with Health for All for a period of 24 months to deliver the holistic community health and wellbeing service. The overall budget for the programme is £248,000, and this is funded by the Leeds South and East CCG.

## **1 Purpose of this report**

- 1.1 The purpose of this report is to seek approval to waiver CPRs in order to award a contract to Health For All, a third sector organisation, to deliver a holistic community health and wellbeing service in south and east Leeds. The funding for the contract has come from the LSE CCG.

## **2 Background information**

- 2.1 LSE CCG allocated funding to the Office of the Director of Public Health to deliver a health and wellbeing work programme that would both improve the health and wellbeing of individuals living in the LSE CCG area as well as supporting the reducing health inequalities agenda.
- 2.2 The LSE CCG views for the way the funding is used is as follows:  
*“NHS LSE CCG is working in partnership with LCC to deliver a holistic community healthy wellbeing service for two years, with a particular focus in the 10% most deprived neighbourhood’s in the South and East Leeds area. LSE CCG is committed to tackling the health inequalities and related socio-economic inequalities that exist within the South and East CCG area and in comparison to the Leeds average. As part of this commitment we support the Council’s desire to commission a voluntary sector organisation with a main base in South Leeds and with first-hand knowledge of local community needs and community assets specifically in the South and East Leeds area,”* Sarah Lovell, Associate Director of Commissioning, Strategy and Performance, NHS LSE CCG
- 2.3 A mapping exercise was carried out in Spring 2014 to identify the current available provision in the Leeds South and East area that supports local people to make changes to improve their health and wellbeing.
- 2.4 This mapping exercise identified that there was a range of current services already operating in the local area which supported local people to improve their health and wellbeing. However there was an identified need to increase capacity so that more individuals could be supported on a one to one basis to make positive changes to improve their overall health and wellbeing in a wider range of local community venues.
- 2.5 The one to one holistic community health and wellbeing service proposed is based on using the health trainer principles. The Health Trainers Service was introduced nationally by the Department of Health as part of the wider strategy to address health inequalities. This service model aims to facilitate healthier behaviour among disadvantaged groups.
- 2.6 The Health Trainer approach helps people to help themselves. It is a grass roots programme that is underpinned by sound psychological principles; motivating people to set their own goals and manage health behaviours and the events and circumstances in their lives which they would like to change.
- 2.7 Emerging National and local evidence has highlighted the effectiveness of using a health trainer approach, giving individuals one to one support to make positive changes to their lives. For example, a qualitative study in two primary care trusts in northern and central England concludes that the Health Trainer service appears to be not only ‘fit for purpose’, but also to bring with it certain ‘added value’.
- 2.8 Case studies and feedback from service users have highlighted the health trainer service as an accessible, user friendly and valuable service that offers ‘support from next door’ rather than ‘advice from on high’.

### **3 Main issues**

#### **Reasons for Waiving Contracts Procedure Rules**

- 3.1 A project brief for the community health and wellbeing service was developed for a market sounding exercise, which was completed in summer 2014. Seven organisations responded to this exercise. Four of the organisations who responded did not demonstrate that they had any previous experience of delivering a similar service. Three organisations who responded to this exercise could demonstrate that they had experience of delivering a similar service, however only Health for All could provide examples of actively working in south and east Leeds.
- 3.2 Further supplementary questions were sent in November 2014 to the two organisations who had demonstrated experience of delivering similar services in different locations. These questions asked for further information regarding mobilisation periods, communication plans, establishing links into GPs, exit plans and overcoming the difficulties of two different organisation providing similar services in the same area. Neither organisation provided a response to these additional questions.
- 3.3 Through the market sounding, Health for All demonstrated knowledge and understanding of the needs of the local South and East Leeds, and their main base is within this area. They could provide examples of delivering a similar service in this area, and can use their existing referral systems to set the service up efficiently. Awarding the contract for the new service to Health for All will also help to prevent potential confusion for the local population and other health professionals (including GPs) about where people can go for help and what support is on offer.

#### ***Consequences if the proposed action is not approved***

- 3.4 Any delays in approving this programme would result in a delay in the community holistic health and wellbeing service starting and providing support for more local people to access one to one advice to help them improve their lives.
- 3.5 The holistic community health and wellbeing service will support Leeds to achieve the outcomes of the Joint Health and Wellbeing Strategy 2013-2015 including outcome 1 - people will live longer and have healthier lives and outcome 3 - People's quality of life will be improved and the LSE CCG achieve its aims in particularly strategic aim 1, To improve the health of the whole population and reduce inequalities in local communities.

#### ***Advertising***

- 3.6 A market sounding exercise was conducted to identify suitably qualified and experienced organisations to deliver a holistic community health and wellbeing service in south and east Leeds. This was published on YORtender which is a recognised advertising source to engage with the market.
- 3.7 Supplementary questions were sent to two of the organisations who responded to the first market sounding exercise in order to obtain further clarity regarding their mobilisation periods, communication plans, establishing links into GPs, exit plans and overcoming the difficulties of two different organisations providing similar services in the same area. No responses were received.

### **4 Corporate Considerations**

#### **4.1 Consultation and Engagement**

- 4.1.1 The holistic health and wellbeing work programme has a number of key stakeholders that have been involved in discussions, including LSE CCG and relevant team members of the Office of the Director of Public Health.
- 4.1.2 The market sounding exercise gathered knowledge in the following areas:

- The potential level of interest, from providers, in this contract opportunity.
- The capability and experience of providers to deliver a holistic community health and wellbeing service.
- Identify providers who have delivered and have experience of delivering a similar service.
- Identify providers who have knowledge of the local area and awareness of the needs of the local communities in the Leeds south and east area.

4.1.3 Officers from PPPU and PU were consulted during the development of this report and their comments have been taken account in this version.

## **4.2 Equality and Diversity / Cohesion and Integration**

4.2.1 An EIA screening assessment has been undertaken.

## **4.3 Council Policies and City Priorities**

4.3.1 The vision of the Leeds Joint Health and Wellbeing Strategy 2013 – 15 is that ‘ Leeds will be a healthy and caring city for all ages, where people who are the poorest will improve their health the fastest. This holistic community health and wellbeing service will contribute to Leeds achieving this vision. In particular by supporting the following priorities outlined in the JHWS:

- Support more people to choose healthy lifestyles.
- Improve people’s mental health and wellbeing.

4.3.2 This work programme will also contribute to LSE CCG meeting its strategic aim 1: To improve the health of the whole population and reduce inequalities in local communities

4.3.3 This service will also contribute to national Public Health priorities outlined in the Public health Outcomes framework.

## **4.4 Resources and Value for Money**

4.4.1 There are recognised health benefits and cost savings resulting from implementing a health and wellbeing awareness programme. There is also an assumption that there will be social care savings as a result of ill health prevention, with a reduction in people accessing social care with conditions such as dementia, stroke and heart failure. Economic modelling suggests that prevention health and wellbeing work programmes are cost effective in relation to long term illness prevention and hospital admissions.

4.4.2 The financial resources required for this 24 month work programme have been secured from the Leeds South and East CCG financial budget. Leeds South and East CCG are keen to support investment in work programmes which support the CCG achieve its Strategic aim 1; To improve the health of the whole population and reduce inequalities in local communities.

4.4.3 Current services delivered in Leeds that share similar principles to the proposed service have demonstrated to be a cost effective approach of providing one to one support to individuals. Individual case studies have been used to demonstrate the positive impact that accessing this one to one support has to an individual’s life and improving a person’s overall health and wellbeing. Improvements made to an individual’s health and wellbeing will go on to save money in the whole health and social economy through the reduced need for an individual to access additional services in a life time and the support given can encourage individuals to give a greater contribution back to the communities they live in.

## **4.5 Legal Implications, Access to Information and Call In**

- 4.5.1 Due to the contract value it will be subject to call-in and there are no grounds for keeping the contents of this report confidential within the Council's Access to Information Rules.
- 4.5.2 Awarding a contract directly to Health for All in this way could leave the Council open to a potential claim from other providers, to whom this contract could be of interest that it has not been wholly transparent as the opportunity is not being advertised and at least three written tenders invited. Despite the market sounding exercise receiving seven responses, there has been limited interest from the market since this took place in spring 2014 and therefore this risk appears to be low.
- 4.5.3 As these are Part B Services for the purposes of the Public Contracts Regulations 2006 ("Regulations"), and therefore not subject to the full procurement regime, the risk of challenge identified at paragraph 4.5.2 can be diminished somewhat by the publication of a voluntary transparency notice in OJEU immediately after the decision to award the contract to this provider has been taken and then waiting 10 days to see if any challenges are made. If no challenges are made a claim for ineffectiveness cannot be brought. Further, publishing such a notice will also start time running for any other potential claim for breach of the Regulations, which must be brought within 30 days of the date that an aggrieved party knew or ought to have known that a breach had occurred.
- 4.5.4 Although there is no overriding legal obstacle preventing the waiver of CPR 9.1 and 9.2, the above comments should be noted by the Director of Public Health in making his final decision as to the award of this contract being the best course of action for the Council. The Director should be satisfied that this represents best value for the Council.

## **4.6 Risk Management**

- 4.6.1 As part of the ongoing drive to reduce health inequalities in Leeds, improving population health and wellbeing particularly in some of the poorest wards is a key priority. The holistic community health and wellbeing service would support Leeds work towards achieving the goals of this agenda and this would not happen if the waiver is not approved.
- 4.6.2 If the waiver is not approved, the current services may not have the capacity to provide one to one support to individuals wanting to improve their health and wellbeing and therefore individuals are left unable to access the support needed to improve their lives.
- 4.6.3 Practically there is a risk that Health for All will not be able to find additional suitable community venues to run these additional sessions promptly and enough appropriate individual referrals are sign posted into the service. However, Health for All has a good awareness of local community and connections in the local community this risk is of limited concern.

## **5.1 Conclusions**

- 5.1 The contract for the community health and wellbeing service should be awarded to Health for All as they are able to use their knowledge of the needs of the local communities, and their existing referral systems and premises to set the service up efficiently. A single service provider working within this area will a comprehensive service and prevent potential confusion for the local population and other health professionals (including GPs) about where people can go for help and what services are on offer.
- 5.2 Investment in the community health and wellbeing service will support Leeds' priorities to reduce health inequalities and improve the health of the poorest fastest.

5.3 The overall budget for the programme is £248,000, and this is funded by the LSE CCG. This funding will be used to provide training for staff to deliver the sessions to individuals, provision of one to one sessions in a variety of community buildings and GP Practices which aim to improve the overall health & wellbeing and marketing of this service to GP Practices and the local community.

## **6 Recommendations**

6.1 The Director of Public Health is recommended to waive Contracts Procedure Rules 9.1 and 9.2 to enter into a contract with Health for All for a period of 24 months to deliver the holistic community health and wellbeing service. The overall budget for the programme is £248,000, and this is funded by the Leeds South and East CCG.

## **7 Background documents**

Leeds Joint Health and Wellbeing Strategy 2013-2015.  
Leeds South and East CCG 2 year Strategic Plan  
Case Studies and Service User Feedback (as paragraph 2.5)