

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

**Report to Ian Cameron (Director of Public Health)**

**Date: 23<sup>rd</sup> March 2015**

**Subject: : Request to waive contracts procedure rules 8.1 and 8.2 to extend the pilot of offering NHS Health Checks in 4 Asda Supermarkets across Leeds for a 12 month period**

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
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 type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

**Summary of main issues**

1. Commissioning and monitoring of the NHS Health Check is one of the mandatory public health functions for Local Authorities. Leeds has been offering NHS Health Checks to eligible citizens since 2009 delivered in GP practices. One of the aims of the NHS Health Check is that those most at risk of vascular disease ( for example people living in the most deprived areas; particular vulnerable groups, and some ethnic minorities) take up this offer and attend the NHS Health check. It is a key contributor to the Joint Health and Well Being Strategy Outcome one - supporting more people to choose healthy lifestyles.
2. The uptake in Leeds for 2013/14 was 59.6% and Public Health England has set an overall target of 75% for expected uptake. We have a shortfall of 15% uptake which has been the trend for the past few years.
3. Following some recent insight carried out in a variety of community settings, it was apparent that there is a need to offer more flexible and accessible opportunities for eligible citizens to access an NHS Health Check thereby giving more choice with an overall aim of increasing uptake in Leeds, and addressing inequalities in health.
4. Leeds has been approached by Public Health England to pilot for 6 months a model whereby the NHS Health Check would be delivered through Asda pharmacies within Asda supermarkets in addition to the current GP providers. Another area of the country will be doing a similar pilot with Sainsbury's.

5. Due to delays implementing the initial 6 month pilot, patients were not able to benefit from the alternative provider of Health Checks until mid-November. The number of patients accessing the new service has increased since the pilot has been operating, which shows that there is public interest for an alternative provider. It is now proposed for the pilot to be extended for a further period of 12 months to allow more people to access the Health Check service through Asda pharmacies. This extended pilot period will enhance the evaluation of the pilot, and will help inform and strengthen future commissioning intentions.

## **Recommendations**

6. It is recommended that the Director of Public Health –
  - (i) Waives Contracts Procedure Rules 8.1 and 8.2 to extend the contract with Asda supermarket for a 12 month period to pilot an additional model of delivery for the NHS Health Checks Programme in Leeds incurring a maximum contract value of £90,000.
  - (ii) Vary the GP Healthcheck contract for one year (with provision to extend for a further year) to adjust the current patient invitation payment to GP's to compensate them for the additional work involved in inviting patients to use the Asda service and in updating their patient records afterwards incurring a maximum additional cost of £41,400.

## **1 Purpose of this report**

- 1.1 The purpose of this report is to seek approval to extend the contract with Asda supermarket for a period of 12 months to pilot an additional model of delivery for the NHS Health Checks Programme in Leeds to increase access and offer flexible appointments for eligible citizens of Leeds. The report gives details of the reasons why a waiver of Contracts Procedure Rules has been requested.

## **2 Background information**

- 2.1 The NHS Health Check is a national programme for people aged 40 to 74 living in England, who do not have an existing vascular disease, and who are not currently being treated for certain risk factors. It is aimed at preventing heart disease, stroke, diabetes and kidney disease and raising awareness of dementia for people aged 65-74. The programme systematically targets the top seven causes of premature mortality including high blood pressure, smoking, cholesterol, obesity, poor diet and physical inactivity. It incorporates current NICE recommended public health guidance, ensuring it has a robust evidence base
- 2.2 The NHS Health Check is one of only five mandatory functions which are included in the 2012 Health and Social Care Act and from April 2013 local authorities are mandated to provide the NHS Health Check programme for their eligible population.
- 2.3 There is ministerial commitment to the programme and political backing has been reinforced by the Secretary of State for Health's spring 2013 launch of "Living Well for Longer: A call to action to reduce avoidable premature mortality", which includes the NHS Health Check programme as one of the 10 main actions which will improve cardiovascular outcomes. The programme is also a key action in the Cardiovascular Outcomes Strategy.
- 2.4 Leeds has been offering NHS Health Checks to its eligible population since 2009, via a systematic invite process from the GP practice. In Leeds, there are 202,743 people eligible for an NHS Health Check. Each year there is an expectation that 20% of the eligible population will be invited which for 2013/14 equated to 40,228 people. There were 38,964 eligible people invited and 23,243 people attended for an NHS Health Check. This was a 59.6% uptake, a shortfall of 15% against the Public Health England expected target of 75%.

## **3 Main issues**

### **Reason for Contracts Procedure Rules Waiver**

- 3.1 Leeds was approached by Public Health England and given the opportunity to work in partnership with Asda supermarket to pilot for 6 months a model whereby the NHS Health Check would be delivered through Asda pharmacies within 4 Asda supermarkets across Leeds which are Morley, Seacroft, Pudsey and Holt Park. This would be in addition to the current GP providers. These sites were chosen as they are the only Asda supermarkets with a pharmacy in store and this is a requirement to deliver the NHS Health Check.

- 3.2 Asda was established in Leeds almost 100 years ago, it is both a significant local employer as well as a UK wide business with presence across many areas across the city. The 4 Asda stores where it is proposed that the NHS Health Checks take place will offer the opportunity for citizens to access an NHS Health Check at flexible times including evenings and weekends.
- 3.3 In Leeds, Public Health recently commissioned insight around the NHS Health Check which highlighted that people can find it difficult to access an NHS Health Check and that there needs to be flexible appointment times, including evenings, weekends or drop-in services. It was suggested that this could take place in a variety of community venues including pharmacies and supermarkets.
- 3.4 This contract extension and variation will be funded by the established budget for the delivery of the NHS Health Check Programme, which is part of the ring fenced public health grant which transferred to LCC Public Health from the NHS in April 2013. By using an additional method of delivery this will give people more choice and flexibility to access an NHS Health Check which in the longer term will enable people to adopt healthy lifestyles and therefore reduce their risk of developing Cardiovascular Disease and dying prematurely.
- 3.5 Due to delays implementing the initial 6 month pilot, patients were not able to benefit from the alternative provider of Health Checks until mid-November. The number of patients accessing the new service has increased since the pilot has been operating, which shows that there is public interest for an alternative provider. It is now proposed for the pilot to be extended for a further period of 12 months to allow more people to access the Health Check service through Asda pharmacies. This extended pilot period will enhance the evaluation of the pilot, and will help inform and strengthen future commissioning intentions.

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

- 3.6 The NHS Health Check Programme is key to the achievement of the outcomes of the Joint Health and Wellbeing Strategy 2013-2015 including outcome 1 – People will live longer and have healthier lives.
- 3.7 The life expectancy gap will continue to widen. Evidence from the Association of Public Health Observatory data indicates that the single biggest contributor to the Life Expectancy Gap (for males and females) is Vascular Disease, accounting for over one third of the total difference
- 3.8 Public Health England has set a national uptake target of 75% and in Leeds we are currently achieving a 59.6% uptake rate. If an additional model of delivery is not offered to citizens of Leeds then we will not achieve the expected uptake.

**Advertising**

- 3.9 Leeds was approached by Public Health England to work in partnership with Asda supermarket to pilot for 6 months a model whereby the NHS Health Check would be delivered through Asda pharmacies within 4 Asda supermarkets across Leeds. This

would be in addition to the current GP providers. Other areas of the country have been targeted to pilot NHS Health Checks.

- 3.10 It is proposed that the pilot will continue with this provider for an extended period of 12 months, and following full evaluation, a competitive procurement process will be undertaken for future commissioning.

## **4 Corporate Considerations**

### **4.1 Consultation and Engagement**

4.1.1 There has been a wide consultation and engagement with key stakeholders:

- All accountable officers for the CCG's have been informed and are in agreement with this additional model of delivery
- All Clinical Directors for the CCG's have been informed and are in agreement with the extended pilot
- An engagement session was held for GP's and practice staff to share the additional delivery model and address any concerns and feedback
- Written communication has been sent to all GP practices
- Recent insight from the citizens of Leeds has informed the need for a more flexible and accessible delivery model
- Leeds Medical Council (LMC) have been informed via the Chair and Public Health have offered to attend a meeting to discuss this further if required

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

4.2.1 The NHS Health Check Programme aims to identify people who are at risk of developing vascular disease and offer appropriate lifestyle interventions and treatment to reduce their overall risk with a focus on reducing health inequalities. Quarterly outcome data is routinely collected to ensure we are taking into account the needs of different people including age, race, gender, social class etc. and recent insight from citizens has highlighted the need to offer a more accessible and flexible alternative for an NHS Health Check. Offering them in an additional venue within the community will enable a more accessible and flexible approach to this.

4.2.2 As a follow on from the NHS Health Check, citizens will have access to an NHS Healthy lifestyle advisor within the Asda pharmacy to enable access to opportunities to support behaviour change.

4.2.3 The extended pilot of the delivery of the NHS Health Check in non-medical venues, with flexible times and drop-in available to see if this increases level of uptake particular for identified vulnerable groups

4.2.4 Demographic information will be collected by the commissioner to allow the equality of the targeted interventions to be monitored

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

- 4.3.1 The pilot supports the vision of the Leeds Joint Health and Wellbeing Strategy 2013-15 working with people who are the poorest to improve their health the fastest, particularly contributing to outcome 1 - People will live longer and have healthier lives. The priorities being –supporting more people to choose healthy lifestyles and ‘ensuring people have equitable access to screening and prevention services to reduce premature mortality’.
- 4.3.2 In addition, this pilot is linked to the Health and Wellbeing city priority plan 2011-2015 with its overall vision that people will live longer and have healthier lives; and that inequalities in health are reduced

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

- 4.4.1 There are recognised health benefits and cost savings resulting from implementing NHS health checks. There is also an assumption that there will be significant additional 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 the programme is clinically and cost effective. On average the NHS Health Check programme can prevent 1,600 heart attacks and save 650 lives, prevent 4,000 people from developing diabetes, detect at least 20,000 cases of diabetes or kidney disease earlier.
- 4.4.2 The shortfall of NHS Health Checks for 2013/14 was 6000. In order to address this shortfall a maximum ceiling of 3,000 NHS Health Checks could be carried out by Asda over a six month period, which would cost a maximum contract value of £90,000.
- 4.4.3 The financial resources required for this pilot are to be drawn down from the existing ring fenced NHS Health Check budget which was transferred to LCC Public Health from the NHS in April 2013

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

- 4.5.1 This decision is an administrative decision not subject to call-in and the report does not contain any exempt or confidential information
- 4.5.2 Awarding a contract directly to Asda without seeking competition 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. However, this risk is mitigated somewhat by the fact that this is a pilot and if successful a full procurement exercise will be undertaken therefore the risk of challenge is likely to be very low.
- 4.5.3 Although there is no overriding legal obstacle preventing the waiver of CPR 8.1 & 8.2, the above comments should be noted. In making their final decision, the Director of Public Health should be satisfied that the course of action chosen represents Best Value for the Council.

#### **4.6 Risk Management**

- 4.6.1 People who are not eligible for an NHS Health Check could potentially access a health check in Asda. This risk has been managed by the invite coming from the GP practice offering a variety of venues

- 4.6.2 Eligible people could have an NHS Health Check in their GP practice and then attend Asda for an additional one. This has been mitigated by the invite process being managed by the GP
- 4.6.2 There is a risk to patient confidentiality and data security due to this work being carried out in a public, non-clinical setting. This risk will be managed by:
- i. The Consultation being undertaken in a private consulting room; Staff delivering the NHS Health Checks within the Pharmacy are clinicians and have undergone additional training to undertake NHS Health Checks including motivational interviewing
  - ii. The data collection system has been sought and approved by Public Health England and NHS Commissioning Support Unit Information Technology as a NHS Vendor and has individual password security built into it.
  - iii. Data transfer will be carried out over secure NHS national network (N3) back to the GP practice
- 4.6.3 Observations outside of clinical norms may not be actioned and this has been managed by the development of a standard operating procedure and parameters to alert GP's via the secure N3 connection
- 4.6.4 The alternative model of delivery may not be effective. This is managed by offering it as a pilot and if unsuccessful will be stopped and terminated at the specified review periods.

## **5 Conclusions**

- 5.1 The proposed one year extension of the pilot project to deliver NHS Health Checks in Asda pharmacies will provide additional time for service delivery and enhance the evaluation of the pilot, which will inform future commissioning intentions.
- 5.2 The overall aim of providing NHS Health Checks in Asda pharmacies is to improve access and offer a more flexible approach enabling citizens to access a health check in the evenings and weekends outside of the GP practice

## **6 Recommendations**

- 6.1 It is recommended that the Director of Public Health -
- (i) Waives Contracts Procedure Rules 8.1 and 8.2 to extend the contract with Asda supermarket for a period of 12 months to pilot an additional model of delivery for the NHS Health Checks Programme in Leeds incurring a maximum contract value of £90,000.
  - (ii) Vary the GP Health Check contract for one year (with provision to extend for a further year) to adjust the current patient invitation payment to GP's to compensate them for the additional work involved in inviting patients to use the Asda service and in updating their patient records afterwards incurring a maximum additional cost of £41,400.

Note: today's GP invite payment is £1 per patient, the proposal is to increase this to £3 per patient which represents excellent value for money when compared with the payments in other parts of the country. For example in Buckinghamshire the equivalent is £4 per patient.

## **7 Background documents**

Public Health England (2013) NHS Health Check frequently asked questions

Leeds Joint Health and Wellbeing Strategy 2013-2015

Association of Public Health Observatories - <http://www.apho.org.uk/>

Leeds City Priority Plan 2011-2015