

Report of: Head of Commissioning (Public Health and Housing Support), Adults and Health
Report to: Director of Resources and Housing
Date: 12th November 2019
Subject: To seek approval to award a contract to Basis Yorkshire Ltd to deliver a service to support women who are sex working in Leeds

Are specific electoral wards affected? If yes, name(s) of ward(s):	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Has consultation been carried out?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Will the decision be open for call-in?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: 10.4 (3) Appendix number: 1	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

Summary
1. Main issues

- This report is to request, following a competitive procurement exercise, Authority to Award a contract to deliver a service to support women who are sex working in Leeds to the organisation Basis Yorkshire Ltd. In order to develop new commissioning arrangements the Adults and Health Commissioning Team (Housing and Public Health) has undertaken a full service review and consultation around the needs of sex working women in Leeds. Based on the findings of this work, the Council has recently undertaken a procurement for a new contract to deliver tailored services to support these women.
- Two tender submissions were received for the provision of this service.
- Following a comprehensive evaluation of the tender submissions on a 100% quality basis, it is recommended that the contract is awarded to Basis Yorkshire Ltd.
- Following a mobilisation period, the new service will commence on 1st April 2020 and run for 3 (three) years, with the option to extend the contract for a period up to 36 months in any combination.

2. Best Council Plan Implications (click [here](#) for the latest version of the Best Council Plan)

- The service to support women who are sex working in Leeds will support the vision in the plan for Leeds to be the best city through the priorities of health and wellbeing, safe, strong communities and inclusive growth.

- Through supporting women to access services, empowering them to exit sex work and working with communities, the service will contribute to tackling poverty, helping everyone benefit from the economy to their full potential, reducing health inequalities and keeping people safe from harm.

3. Resource Implications

- The value of the contract is £188,000 per annum, which comprises funding from Public Health (£36,500), Resources and Housing directorate (£61,500), Communities and Environment directorate (£45,000) and NHS Leeds Clinical Commissioning Group (CCG) (£45,000).
- The proposed start date for the new service is 1st April 2020 for a period of 3 years, with the option to extend by up to 36 months in any combination. The total value of the contract over the initial contract period is £563,999.54.

Recommendations

- a) The Director of Resources and Housing is asked to note the evaluation process undertaken and approve the award of the contract to Basis Yorkshire Ltd for the provision of a service to support women who are sex working, in the sum of £563,999.54 in total, for the initial three year contract period. The new service will commence on 1st April 2020 and run for 3 (three) years, with the option to extend the contract for a period of up to 36 months in any combination.
- b) The Director of Resources and Housing to approve the implementation of the contract award by Procurement and Commercial Services (PACS) to ensure that the mobilisation of the new service can commence as soon as possible and that the new service is in place and operational from 1st April 2020.

1. Purpose of this report

- 1.1 This report describes the procurement process undertaken to deliver a service to support women who are sex working in Leeds.
- 1.2 This report seeks approval to award the contract to the recommended provider.

2. Background information

- 2.1 The aim of this project was to procure a new contract to deliver tailored services to support women who are sex working in Leeds.
- 2.2 The service will carry out assertive outreach and engagement activity in a range of settings, focusing on the women with the most complex needs and most at risk, working to build trusting relationships with individuals. It will provide holistic, one-to-one intensive support, peer support and groups which will empower women while acknowledging how past trauma has affected them. The service will also provide a training package and work to improve knowledge and understanding of the needs of women who sex work among professionals in order to improve the women's access and experience of these services and ensure pathways are improved. The service will work with the public to raise awareness and address issues which arise from sex work taking place in their communities. Working in partnership with other agencies and with the women themselves, the service will support women to exit sex work, developing their skills and confidence to sustain exit.
- 2.3 Following a mobilisation period, the start date for the new service will be 1st April 2020. The contract shall run for 3 (three) years, with the option to extend the term of the contract for a period of up to 36 months in any combination.
- 2.4 The value of the contract is £188,000 per annum, which comprises funding from Public Health (£36,500), Resources and Housing directorate (£61,500), Communities and Environment directorate (£45,000) and Leeds Clinical Commissioning Group (CCG) (£45,000).
- 2.5 The procurement was undertaken using the open procedure (a one stage process), which included a requirement that potential providers must pass the technical and professional ability questions included in the Standard Selection Questionnaire (SSQ), to confirm that they have the required experience and knowledge to deliver this service. The tender opportunity was published on YORtender and advertised in the Official Journal of the European Union on 9th July 2019 and the submission deadline was 11th September 2019.

3. Main issues

- 3.1 Two tender submissions were received for the provision of the service to support women who are sex working in Leeds via YORtender (the Council's electronic tendering system) on 11th September 2019 and these were checked for compliance against the Tender Instructions by PACS.
- 3.2 The two organisations passed the technical stage of the SSQ to proceed to the next stage of the tender evaluation process.
- 3.3 The evaluation panel comprised a Commissioning Programme Leader (the chair), Commissioning Manager, Commissioning Officer, Sexual Health Lead, Safer Leeds Programme Officer, and Head of Primary Care at Leeds CCG. A Procurement and Commercial Services (PACS) representative and a Commissioning Support Officer

were in attendance to provide support to the evaluation process, and a Health Improvement Specialist from Public Health attended to observe.

- 3.4 The evaluation was based on 100% quality in order to ensure that the highest quality and most appropriate tender was awarded the contract, and that full use is made of the available budget to maximise the outcomes of the service. The approval to proceed on the basis of 100% quality was granted under DDN D49760 dated 12th June 2019. There were a maximum of 1,000 points available overall, 900 for the method statement responses and 100 points for the interview. Tenderers were also required to complete a pricing schedule Service Cost Analysis Form (SCAF) with a set maximum management/overhead charge of 15%.
- 3.5 Both tender submissions were evaluated in accordance with the instructions contained in the tender documents. There were 6 qualitative areas, which were developed into method statement questions for the bidders to respond to, and these were:
 1. Service delivery model
 2. Partnership and collaborative working
 3. Service accessibility
 4. Working with service users
 5. Service outcomes
 6. Social value (economic, social & environmental benefits)
- 3.6 A minimum points threshold was applied to each question on the basis that if a tenderer scores lower than this on a particular question, then it will be at the discretion of the decision maker as to whether they are accepted. A score lower than 60% overall would mean that a tenderer would be automatically eliminated from the evaluation process and not be considered for the contract.
- 3.7 The method statement responses were evaluated on a consensus basis at an evaluation meeting held on 9th October 2019. In order for the panel to reach a consensus, one clarification was requested from one tenderer. The clarification response was reviewed by the panel on 17th October 2019 in order to complete the evaluation.
- 3.8 At the conclusion of the evaluation of the method statement responses, the second bidder was more than 100 points behind the leading bidder, and, in accordance with the tender instructions, as they could not take a winning position, they were not invited to attend an interview.
- 3.9 As part of the process, an interview worth 100 points was undertaken with the tenderer Basis Yorkshire Ltd on 24th October 2019. The interview was attended by all the members of the evaluation panel. The interview comprised 4 questions on the following topics:
 1. Bringing your bid to life: A Case Study (for which, the tenderer was given 20 minutes to prepare)
 2. Working with women with complex needs
 3. Measuring and defining success of the service, including exiting
 4. Interface between the community and the Service

- 3.10 The total number of points obtained by Basis Yorkshire Ltd was above the required threshold of 600 points out of 1000. A breakdown is provided in the confidential appendix: Appendix 1.
- 3.11 The pricing schedule and assumptions were reviewed by the evaluation panel and the PACS Officer.
- 3.12 Final due diligence checks of the successful tenderer as part of the SSQ self-assessment process are being undertaken by the PACS team. This vetting process involves the taking up of references, checking that the required insurance is in place, ensuring that they meet the required financial thresholds and checking the Health and Safety and Safeguarding policies by the council's specialists in these areas to ensure that they meet the council's minimum standards. Whilst the completion of this process may still be ongoing when the decision to award the contract is made, the contract will not be awarded until all of the checks have been satisfactorily completed.

4. Corporate considerations

4.1 Consultation and engagement

- 4.1.1 Significant consultation has been undertaken as part of the review and the development of the new service specification including with strategic partners, providers, current service users and LCC stakeholders.
- 4.1.2 Councillor Coupar, Deputy Leader and Executive Member for Communities, has been briefed and updated throughout the project.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 An Equality, Diversity, Cohesion and Integration Impact Assessment has been completed for this project.

4.3 Council policies and the Best Council Plan

- 4.3.1 The procurement of a new service to support women who sex work in Leeds contributes and supports a number of strategies and plans that Leeds as a city is aiming to deliver:
- The Vision for Leeds (2011-2030) is to be the best city in the UK, one that is compassionate with a strong economy that tackles poverty and reduces inequalities.
 - The Best Council Plan 2015-20 provides the strategic plan for overarching vision for Leeds, including outcomes for everyone in Leeds to be safe and feel safe, and enjoy happy, healthy, active lives.
 - The Leeds Health and Wellbeing Strategy aims to improve the health of the poorest fastest, including the following priority areas: strong engaged and well connected communities; promote mental and physical health equally; a stronger focus on prevention; the best care in the right place at the right time and support self-care with more people managing their own conditions.
 - Leeds Inclusive Growth Strategy 2018-23, helping women to exit sex work and support them to move into employment and access stable housing,

allowing them to contribute to and benefit from the economic growth and prosperity of Leeds.

- Leeds CCG Strategic Plan 2018/19-2020/21 – whose ambition is that ‘Leeds will be a healthy and caring city for all ages, where people who are the poorest improve their health the fastest.’
- Leeds Drug and Alcohol Strategy 2018 – 2021 by delivering health promotion and helping to increase the number of successful completions from drug and alcohol treatment programmes to support recovery.
- Leeds Homelessness and Rough Sleeping Strategy 2019-2022; sex working women are now a priority group highlighted within the strategy.
- Safer Leeds Community Safety Strategy 2018-21 – whose priorities are keeping people safe from harm, preventing and reducing offending and creating safer, stronger communities.

Climate Emergency

4.3.2 Environmental considerations of delivering the new service were included and evaluated as part of the tender exercise.

4.3.3 The service specification requires that the provider must meet all Legislation, Guidance and Good Industry Practice in environmental management and the objectives of the Authority’s sustainability policies. Officers from Adults and Health will work with the service through the contract management process to ensure it is proactively seeking to minimise its carbon footprint thereby supporting the Council in achieving its ambition to be carbon neutral by 2030.

4.4 Resources, procurement and value for money

4.4.1 The budget for this service is £188,000 per annum, which comprises funding from Public Health (£36,500), Resources and Housing directorate (£61,500), Communities and Environment directorate (£45,000) and NHS Leeds CCG (£45,000).

4.4.2 Basis Yorkshire Ltd.’s tender submission was within this budget, for the sum of £563,999.54 over the three year term of the contract.

4.4.3 NHS Leeds CCG have approved the commitment of funding for this service at their meeting on 24th October 2019.

4.5 Legal implications, access to information, and call-in

4.5.1 The procurement has been undertaken in accordance with the council’s Contract Procedure Rules and the Public Contract Regulations 2015.

4.5.2 The decision to award this contract is a Key Decision due to the overall value of the contract.

4.5.3 Appendix 1 to this report, which contains details of the tender evaluation scores has been marked as exempt from publication under Access to Information Procedure Rules 10.4 (3) on the basis that it contains information relating to the financial or business affairs of any particular person (including the authority holding that information) which, if disclosed to the public, would, or would be likely to prejudice the commercial interests of that person or of the Council. The information is exempt if and for so long as in all the circumstances of the case, the public interest in

maintaining the exemption outweighs the public interest in disclosing the information. In this case it is considered in the public interest to maintain the exemption.

4.6 Risk management

- 4.6.1 The procurement process has been undertaken in a fair, open and transparent way and in adherence with the council's Contract Procedure Rules and the Public Contract Regulations 2015. The process has been overseen by a representative of the Council's Procurement and Commercial Services department.
- 4.6.2 Project risks were reviewed on a regular basis and the project team will continue this during the mobilisation phase of the project.

5. Conclusions

- 5.1 The procurement has been undertaken in line with relevant procurement processes. The recommendation to award the contract to Basis Yorkshire Ltd following the evaluation of the quality of their submitted tender and subject to the satisfactory completion of the SSQ vetting process.
- 5.2 Basis Yorkshire Ltd is found to meet the necessary criteria, reflecting the desired outcomes that the Council and Leeds CCG seek to achieve through the delivery of the contract, whilst achieving value for money.

6. Recommendations

- 6.1 The Director of Resources and Housing is asked to note the evaluation process undertaken and approve the award of the contract to Basis Yorkshire Ltd for the provision of a service to support women who are sex working in Leeds, in the sum of £563,999.54 in total, for the initial three year contract period. The new service will commence on 1st April 2020 and run for 3 (three) years, with the option to extend the contract for a period of up to 36 months in any combination.
- 6.2 The Director of Resources and Housing to approve the implementation of the contract award by Procurement and Commercial Services (PACS) to ensure that the mobilisation of the new service can commence as soon as possible and that the new service is in place and operational from 1st April 2020.

7. Background documents¹

- 7.1 None.

¹ The background documents listed in this section are available to download from the council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.