



**Report of Consultant in Public Health**

**Report to Director of Public Health**

**Date: 17<sup>th</sup> March 2021**

**Subject: To seek authority to procure a Leeds Cancer and Long Term Conditions Community Prevention and Awareness Service in line with Contract Procedure Rules (CPRs) 3.1.6**

<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Are specific electoral wards affected? If yes, name(s) of ward(s): Wards that fall in the most deprived 10% in terms of Indices of Multiple Deprivation (IMD): Burmantofts and Richmond Hill; Gipton and Harehills; Killingbeck and Seacroft; Chapel Allerton; Moortown; Roundhay; Beeston and Holbeck; Middleton Park; City and Hunslet; Farnley and Wortley; Armley; Bramley and Stanningley; Kirskstall and Hyde Park and Woodhouse.
<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Has consultation been carried out?
<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
Will the decision be open for call-in?
<input type="checkbox"/> Yes <input checked="" 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**

• **Main issues**

- Leeds City Council currently commissions a Cancer Community Awareness Service which aims to reduce cancer inequalities by raising awareness of the signs and symptoms of cancer and promoting and encouraging uptake of cancer screening services. The current contract was put in place in April 2017 for three years with the option to extend for a further two years. The contract will enter the final year of the available extension in April 2021 and it is necessary to take a decision regarding future provision.
- Through consultation and engagement, it has been recognised that the current contract could be improved by broadening its scope to include prevention and awareness of long term conditions in addition to cancer. This was approved by Public Health Programme Board on 25<sup>th</sup> February 2021.
- Leeds CCG has also indicated that it would be interested in providing additional funding to a future contract, although the exact amount is not yet agreed.
- This contract will specifically be delivered in areas of highest deprivation and with specific communities most at risk of cancer and long term conditions

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

- The current Leeds Cancer Community Awareness Service contributes predominantly towards the following priority specified in the 2020-25 Best Council Plan:
  - Health and Wellbeing
    - Reducing health inequalities and improving the health of the poorest fastest
- By broadening the scope of the contract in the future to include more of a focus on the links between healthy living and cancer / long term condition prevention, the service will also contribute towards the following priority within the Best Council Plan:
  - Supporting healthy, physically active lifestyles

## **Resource Implications**

- The total value of this decision is £473,760 to cover a 5 year contract with the option to extend for a period of up to 24 months (£67,680 per annum). This sum is available from the Public Health budget.
- Opportunities to scale up delivery through additional funding from NHS Leeds CCG have been sought.
- Officer time will be necessary in order to undertake the procurement and future contract monitoring. This will be met through existing capacity from within the Public Health team and the Adults and Health Commissioning team.
- It is acknowledged that in light of the Council's current financial situation efficiencies may be required in the future on this contract and these would be the subject of a contract variation or reflected in the final contracting documentation. Any change to the budget will in turn impact the service specification and be discussed with the provider.

## **Recommendations**

The Director of Public Health is recommended to:

1. Approve authority to proceed with a competitive procurement process, as outlined in this report and in line with Contract Procedure Rules (CPRs) 3.1.6, to procure a suitable provider to deliver a new Leeds Cancer and Long Term Conditions Community Prevention and Awareness Service for a period of 5 years (with an option to extend for a period of up to 24 months in any combination) with a maximum budget of £67,680 per annum (£473,760 for the overall 7 year contract period).
2. Note that a further report to approve the contract award which will be a direct consequence of this decision will be submitted for approval at the end of the procurement process and will therefore be a significant operational decision at most which will not be subject to call in.

### **1. Purpose of this report**

1.1 This report is seeking the authority in line with Contract Procedure Rules (CPRs) 3.1.6 to enter in to a competitive tender process to procure a new Leeds Cancer and Long Term Conditions Community Prevention and Awareness Service from 1<sup>st</sup> April 2022.

## **2. Background information**

### **Existing Services**

- 2.1 The current Leeds Cancer Community Awareness Service, commissioned by Public Health, Leeds City Council, is a community based service which aims to reduce cancer inequalities by raising awareness of the signs and symptoms of cancer and promoting and encouraging uptake of cancer screening services. This is achieved through local level outreach activity in areas of deprivation and with specific groups where cancer awareness, screening uptake and outcomes are poorer which includes Men, BAME groups, Gypsy/Roma/Travellers, adults with a Learning Disability and adults with Serious Mental Illness.
- 2.2 The current service focusses specifically on Breast, Bowel and Lung Cancer informed by evidence that these are the biggest contributors to mortality. Cervical cancer was also added into the contract as a temporary amendment in April 2020 (year 4) in response to the impact of COVID-19 on cancer screening uptake and numbers accessing primary care with signs and symptoms of cancer.
- 2.3 Ongoing monitoring and analysis of the information collected during the first three years of service provision shows that the Leeds Cancer Community Awareness Service is performing well and is either meeting or exceeding key performance indicators through the development of innovative local level activity to engage with target communities.
- 2.4 The Leeds Cancer Community Awareness Service forms an important part in the integrated system approach developed in Leeds to raise awareness and increase screening uptake in areas and communities of highest need. This service complements and adds value to the Primary Care Cancer Screening Champions programme which is focussed in practices in areas of highest deprivation and also the Cancer Wise Leeds Programme which has been funded by Yorkshire Cancer Research. This develops a model of locality based screening co-ordinators working within each PCN but then connecting and reaching out to the work carried out by the Cancer Awareness Service to reach communities.
- 2.5 The Leeds Cancer Community Awareness Service has been able to rapidly and effectively re-purpose delivery in response to the Covid pandemic. They have achieved this by upscaling digital engagement capabilities by recruiting a number of Digital Health Ambassadors, utilising a broad range of media platforms and engaging and delivering with target communities through online groups in place of face to face activities.

### **Service Reviews**

2.6 A review has been undertaken by officers from Public Health and which has included:

- Consultation with workstream stakeholders, commissioners (LCC and NHS Leeds CCG), the public, current provider
- Review of evidence and local need
- Review of national and local strategic drivers

The outcome of the reviews have informed the future commissioning model which is being developed to effectively and efficiently meet identified need and demand. The review and subsequent procurement process provide an opportunity to ensure that services in Leeds are able to deliver and respond effectively to changes in need and demand.

2.7 Taking a targeted approach to raising awareness of cancer and long term conditions signs and symptoms and increasing screening uptake aligns with and contributes to a number of national and local strategies and drivers which have a focus on reducing health inequalities including:

- Public Health Outcomes Framework (national)
- Health Equity in England: Marmot review 10 years on (national)
- Leeds Health and Wellbeing Strategy (local)
- Leeds Integrated Cancer Services (LICS) Board: Supporting the embedding of Health Inequalities principles across all of its workstreams (local)
- Leeds Cancer Prevention, Awareness and Increasing Screening Uptake Group: Addressing health inequalities integral to all activity within the workstream (local)
- NHS Leeds CCG Health Inequalities Framework (local)

These key strategies, policies and documents provide the strategic context within which a future procurement will take place.

2.8 In terms of Health Inequalities, we know that the main causes for premature mortality in Leeds are cancer; CVD and respiratory conditions. Aligning this contract so it provides a prevention foundation for both cancer and long term conditions would therefore support our ambition to close the gap in life expectancy.

2.9 A range of consultation and engagement has taken place to shape and inform future direction and service development including with:

- Stakeholders within the Cancer Prevention, Awareness and Increasing Screening Uptake sub group of the Leeds Integrated Cancer Services Board
- Commissioners (LCC and NHS Leeds CCG)
- Integrated Commissioning Executive (ICE)
- Current Provider (Unique Improvements)
- Public (through Healthwatch)

- Learning Disabilities Health Task Group

Key highlights from consultation and engagement:

There is a clear steer from the Cancer Prevention, Awareness and Increasing Screening Uptake Group that healthy living and its links with cancer / long term condition prevention is included in a future service in addition to current elements. This approach is supported by commissioners as this aligns with the Leeds Integrated Healthy Living System Model. This would move the contract to be focussing on the 'healthy living' behaviours that contribute to both cancer and Long Term Conditions (LTCs); to raise awareness of signs and symptoms of both and to increasing uptake of screening to both cancer and any relevant appointment for LTCs e.g blood pressure checks; NHS Health Check, etc.

Support was expressed at ICE in November 2020 to potentially test joint commissioning arrangements between the CCG and LCC. The CCG have expressed interest of providing additional funding to the contract, with an indicative amount of match funding.

Feedback from the Learning Disabilities Health Task Group made clear the value of the current service for people with Learning Disabilities in Leeds. There was a request from the group that there not be a gap in the Leeds Cancer Community Awareness Service when re-commissioned as their work has been essential in supporting people with health inequalities to access appropriate screening. Further consultation work is required with other communities of interest.

- 2.10 At Public Health Programme Board on 25<sup>th</sup> February, a number of potential delivery model options were discussed (Appendix 1). The Public Health Programme Board agreed that a new service should be procured but to broaden out the scope to include prevention and awareness of long term conditions in addition to Cancer. The Programme Board also highlighted the importance of ensuring that the service builds strong relationships and aligns with other local contracts including Community Health Development and Integrated Healthy Living Services as well as existing local arrangements including Primary Care Networks and Local Care Partnerships.

### **3. Main issues**

#### **The New Service Model**

- 3.1 Moving forward based on the findings of the review and consultation, it is the Council's intention to procure a new Cancer and Long Term Conditions Community Prevention and Awareness Service for Leeds. The service will focus on the following key elements:
- Raising awareness of healthy living factors that impact on cancer / Long term conditions
  - Raising awareness of signs and symptoms of cancer /long term conditions
  - Promoting and encouraging uptake of screening including national cancer screening programmes, blood pressure checks, NHS Healthchecks, etc.
  - Narrowing the gap in health inequalities

This service will contribute towards narrowing the gap in health inequalities by targeting outreach activity in areas of highest deprivation in Leeds and with specific communities where health outcomes are poorer. This includes:

- Areas of highest deprivation
- BAME communities
- Adults with Learning Disabilities
- Adults with Severe Mental Illness
- Men

The service will have a highly visible presence in the community and will develop a range of innovative community outreach approaches to engage with target groups.

- 3.2 The new service will work collaboratively with and build strong relationships with other appropriate local contracts including the Locality Community Health Development Service and the Integrated Healthy Living Service, Cancer Wise Leeds as well as existing local arrangements including Primary Care Networks and Local Care Partnerships.
- 3.3 There are no internal service providers that are capable of delivering the service specification therefore an external procurement is required.
- 3.4 COVID-19 has impacted on uptake of screening services and access to healthcare. This has potential to widen health inequalities. This service will play an important role in the future in mitigating the impacts of COVID on our most deprived and vulnerable communities.
- 3.5 The new service will be closely managed to ensure robust contract performance monitoring takes place and value for money is being achieved for the Council.

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

- 3.6 Should the approval not be granted; the current contract will cease on 31<sup>st</sup> March 2022 and this will impose a significant risk that cancer screening uptake rates and awareness levels would decrease, thereby exacerbating existing cancer health inequalities.

## **4. Corporate considerations**

### **4.1 Consultation and engagement**

- 4.1.1 As highlighted, a comprehensive review has been undertaken. The information collected during this process has highlighted the areas of the current service which work well and will need to be retained in the new service. It also highlighted changes in need which will be addressed in the new specification.

- 4.1.1 The Public Health Programme Board was consulted on 25<sup>th</sup> February 2021 and agreed the decision to procure a future service broadening its scope to include prevention and awareness of long term conditions in addition to cancer.

- 4.1.2 A briefing with the Executive Member for Health, Wellbeing and Adults is scheduled for 11th March 2021.

## **4.2 Equality and diversity / cohesion and integration**

- 4.2.1 An Equality, Diversity, Cohesion and Integration Screening Tool has been completed (see Appendix 2). The screening showed that a full Equality and Diversity Impact Assessment was not required as equality and diversity issues have already been considered as part of the re-commissioning process. The outcome of the screening will be taken into account when updating the specification for the new service.
- 4.2.2 Developing and maintaining good relationships with Faith and community leaders is an essential part of the successful delivery of this service. The specification will include the requirement to build these relationships in order to make sure that it is reaching all communities and is aware of any barriers which might be preventing people from engaging with support.
- 4.2.3 Demographic information will be collected and analysed as part of the ongoing contract management of the new service to make sure that participation reflects local demographics and that under-represented groups can be identified and targeted engagement work can take place.

## **4.3 Council policies and the Best Council Plan**

- 4.3.1 The current Leeds Cancer Community Awareness Service contributes predominantly towards the following priority specified in the 2020-2025 Best Council Plan:

### Health and Wellbeing

- Reducing health inequalities and improving the health of the poorest fastest

By broadening the scope of the contract in the future to include more of a focus on the links between healthy living and cancer / long term condition prevention, the service will also contribute towards the following priority within the Best Council Plan:

- Supporting healthy, physically active lifestyles

### Climate Emergency

- 4.3.2 The service specification will require the service to meet all legislation, guidance and good industry practice in environmental management and the objectives of the Council's sustainability policies. Officers will work with the service through the established contract management process to ensure the service is proactively seeking to minimise its carbon footprint and thereby support the Council in achieving its ambition to be carbon neutral by 2030.
- 4.3.3 The service will be delivered locally and be accessible by foot, cycle and public transport.

## **4.4 Resources, procurement and value for money**

- 4.4.1 The costs for the Leeds Cancer and Long Term Conditions Community Prevention and Awareness Service will be met by Public Health revenue funding. Cuts to the

current funding level are not proposed, as without this level of funding the numbers of people supported would be reduced and this would have a negative impact on other health services further down the line.

- 4.4.2 The Service will be subject to a competitive procurement exercise commencing June 2021. Value for money and efficiency savings through the scoping and service review and consultation work have been developed and embedded through all processes. A competitive procurement process will help the council to achieve value for money.
- 4.4.3 In light of the council's current financial situation, it is acknowledged that efficiencies will be a key requirement under the procurement exercise and also during the life of the contract to ensure value of money is maintained throughout its lifetime.
- 4.4.4 Discussions are ongoing with the CCG regarding a funding contribution to increase service capacity. The specification will reflect this possibility (subject to obtaining confirmation) and the delivery model will need to demonstrate that it can scale up or down as required to adapt to the changing financial landscape.
- 4.4.5 The new service will continue to be closely contract managed to ensure robust performance monitoring takes place and value for money is being achieved for the Council.

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

- 4.5.1 This is a Significant Operational Decision and therefore the decision is not subject to call-in. There are no grounds for keeping the contents of this report confidential under the Access to Information Rules.
- 4.5.2 The total contract value over the six years including the possible extensions will not exceed the EU procurement threshold for Health and Social Care which stands at £663,540. There is still a requirement to openly advertise this opportunity and therefore competition will be sought through the open procedure tender process and advertised via the Council's YORtender portal and the Find a Tender Service.
- 4.5.3 Advice has been sought from Procurement and Commercial Services throughout the duration of the review and procurement process and will continue to be sought through to contract award.
- 4.5.4 Subsequent decisions arising from this report, for example the decision to award the contract, will therefore be significant operational decisions which will not be subject to call in.

#### **4.6 Risk management**

- 4.6.1 The work is being led by the Public Health Principal (Cancer) with Adults and Health Commissioning and PACS, reporting up to the Consultant in Public Health (Older People, Long Term Conditions and Cancer, Localities and Primary care). A small project team has been set up to oversee the re-commissioning process and ensure that the process adheres to the procurement regulations, as well as the council's Contract Procedure Rules.



- 4.6.2 A risk register has been established as part of the re-procurement process and this will continue to be managed and updated. Significant risks will be reported to the Public Health Programme Board.
- 4.6.3 If this decision to procure a new Cancer and Long Term Conditions Community Prevention and Awareness Service is not approved, the current service will fall out of contract on 31<sup>st</sup> March 2022 causing significant risk to the Council and its providers. There is an evidenced need for these services and should they not continue to be delivered beyond the expiry of the current contract, this would result in a significant risk of that cancer screening uptake rates and awareness levels would decrease, thereby exacerbating existing cancer health inequalities.
- 4.6.4 A five month mobilisation period has been built into the procurement timetable to ensure that the service can be fully mobilised before the contract start date.

## **5 Conclusions**

- 5.1 Ensuring we improve the health of the poorest the fastest in Leeds is a key priority for the Council and its partners. A new Cancer and Long Term Conditions Community Prevention and Awareness Service is considered an important part of this area of work. In order to ensure this, a service must be procured through a competitive tender process to ensure the new service can commence from the 1st April 2022. It is proposed that the contract will be for 5 years (with the option to extend for up to 24 months) starting from 1<sup>st</sup> April 2022.
- 5.2 The new Leeds Cancer and Long Term Conditions Prevention and Awareness Service will align with key city wide priorities.

## **6 Recommendations**

The Director of Public Health is recommended to:

- i.) Approve authority to proceed with a competitive procurement process, as outlined in this report and in line with Contract Procedure Rules (CPRs) 3.1.6, to procure a suitable provider to deliver a new Leeds Cancer and Long Term Conditions Community Prevention and Awareness Service for a period of 5 years (with an option to extend for a period of up to 24 months in any combination) with a maximum budget of £67,680 per annum (£473,760 for the overall 7 year contract period).
- ii.) Note that a further report to approve the contract award which will be a direct consequence of this decision will be submitted for approval at the end of the procurement process and will therefore be a significant operational decision at most which will not be subject to call in.

## **7. Background documents<sup>1</sup>**

N/A

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<sup>1</sup> 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.

## **8. Appendices**

8.1 Options Appraisal

8.2 Equality, Diversity, Cohesion and Integration Screening tool