

Report for: Cabinet- Tuesday 24th January 2016

Item number:

Title: Award of a contract to provide Haringey Community Sexual Health services - Young People and Long Acting Reversible Contraception

Report

authorised by : Dr Jeanelle de Gruchy, Director of Public Health

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Ward(s) affected: All

Report for Key/

Non Key Decision: Key decision

1. Describe the issue under consideration

1.1 This report seeks agreement from Cabinet to award a contract to Central and North West London NHS Foundation Trust (referred to as CNWL from now onwards) to provide a community sexual health service focussing on young people's sexual and reproductive health, including the provision of health promotion, testing and treatment for sexually transmitted infections (STIs) and access to contraception. The model will also provide open access to long acting reversible contraception (LARC) methods for women over 25.

1.2 The contract will be awarded for 3 years with options to extend for 2 further periods of 1 year starting from April 2017. The value of the contract will be £1,046,939 for the first year and £1m for each consecutive year of the contract to a total value of £5,046,939 inclusive of the 2 year option to extend.

2. Cabinet Member introduction

2.1 Sexual and reproductive health is an area of commissioning that has been vastly improved through being brought into the portfolio of the local authority. Faced with escalating cost and poor outcomes, the public health team has over the last two years implemented a phased local 'step change' programme and more recently worked as part of a London-wide programme of transformation. It's been impressive to see London local authorities working together to find a solution to this health issue.

2.2 Haringey residents have over time moved away from using a local specialist sexual health service, 68% of our residents using a clinic do so outside of Haringey. The local 'step change' programme has used innovative new solutions to establish a local community based offer, with the aim of reducing use of clinics. Residents can now get the majority of sexual health services free in a pharmacy, GP practice or as part of the Embrace outreach service. This service is an element of that strategy, its focus is on offering a service for young people and on continuing to deliver reproductive health services locally.

- 2.3 Having a specialist service for young people is important as they are at high risk of sexually transmitted infections (STIs) and unplanned pregnancy. Pharmacies and online testing will be an option for routine testing and emergency contraception, but we will still need to have a service that offers integrated contraception and testing with the ability to also treat infections. The location of the service is yet to be agreed, but it is anticipated that there will be a number of different settings, with a focus on ensuring access for those most at risk. A requirement of the contract is to co-locate with youth and substance misuse services.
- 2.4 I welcome the proposal contained in this report to implement a community sexual health service incorporating sexual health promotion, STI testing and treatment of infections, as well as provision of all contraceptive methods for under 25 year olds. The service will also be responsible for the provision of LARC methods for women aged 25 and over.

3. Recommendations

- 3.1 That Cabinet agrees to award in accordance with Contract Standing Order (CSO) 9.07.1(d), a contract for a community sexual health service focusing on young people's sexual and reproductive health to Central and North West London NHS Foundation Trust for a period of three years with options to extend for 2 further periods of 1 year at a maximum annual value of £1,046,939 for the first year and £1m for the consecutive years.

4. Reasons for decision

- 4.1 From 1 April 2013, local authorities were mandated to ensure that comprehensive, open access, confidential sexual health services were available to all people in their area (whether resident in that area or not). The London Sexual Health Transformation Programme is a partnership between 29 London boroughs with the purpose of creating a collaborative approach to commissioning sexual health services. As part of this Haringey has joined neighbouring boroughs Barnet, Camden, City of London, Haringey, Hackney, Enfield and Islington to commission the North Central London (NCL) sub-regional sexual health service, due to be implemented in April 2017. As part of this new approach, Haringey will not be providing complex sexual health services within the borough and instead is proposing to offer community based sexual health services to complement the NCL sub-regional provision.
- 4.2 In September 2016 the council undertook a full procurement exercise for this service, inviting bids through the open market. As a result of the procurement exercise, which has been carried out in accordance with the Council's Contract Standing Orders and the Procurement Code of Practice, we will award the contract to the successful tenderer as outlined in paragraph 3.1 in accordance with CSO 9.07.1(d).

5. Alternative options considered

- 5.1 The Public Health team explored providing this sexual and reproductive service through the NCL sub-regional tender process. However, it was decided that as

the NCL service would be based on a full clinical tariff and located outside of the borough, this option would not be financially viable nor meet the needs of the target groups, who prefer to access services locally. Instead it was deemed more suitable to embed the service alongside the existing youth, primary care and community providers in Haringey. This ensures a seamless pathway and collaborative approach towards women and young people's wellbeing in the borough.

6. Background information

- 6.1 **Sexual and reproductive health, what are the issues?** - Although Haringey has moved from having the 4th highest STI rate in England in 2012, to 12th in 2014, STIs¹ continue to be a significant health risk to the population of Haringey. In 2014, 4389 new STI cases were diagnosed in Haringey residents, a rate of 1666.4 per 100,000 compared to London (1366.6 per 100,000) and England (797.2 per 100,000). There has been a national increase in STI diagnosis with London increasing at a faster rate than other regions. Haringey's diagnosis rate has experienced a steady increase however, this increase has been substantially less than London's (figure 1).

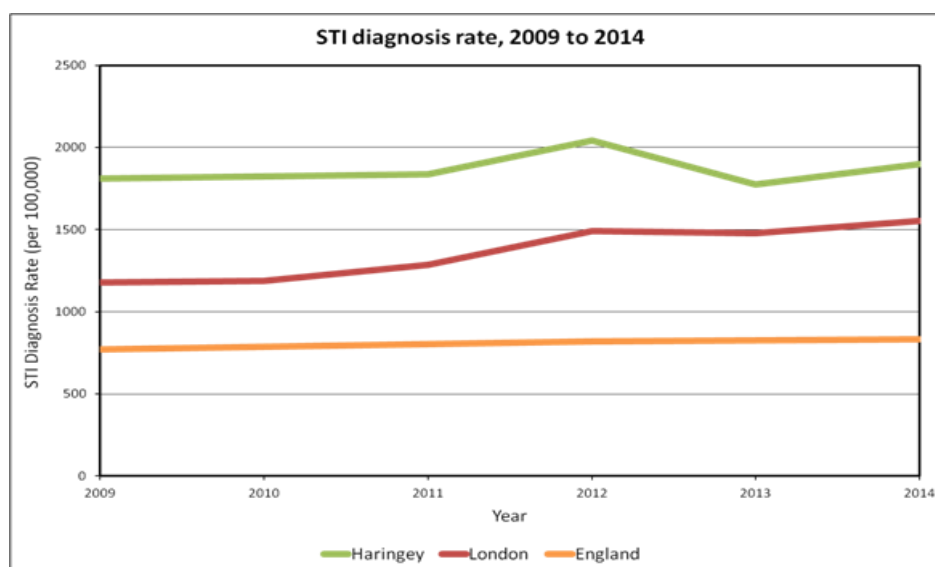


Figure 1: Sexually transmitted infection (STI) diagnosis rate 2009-2014 for Haringey, London and England Source: Public Health England 2016

- 6.2 In 2014, of all new STI diagnoses in Haringey residents, 34% were among young people aged under 25, a drop from 42% in 2012. Young people are more at risk of being infected with chlamydia than any other group. The infection is often asymptomatic but can cause serious reproductive health issues if left untreated. The annual detection rate among the resident 15-24 year old population is used to assess progress in controlling chlamydia in sexually active young adults under 25 years old. Public Health England recommends that local areas achieve a rate of at least 2,300 per 100,000 resident 15-24 year olds, a level which is expected to produce a decrease in chlamydia prevalence. Haringey currently has a detection rate of 2,176 i.e. below that of the recommended 2,300.

¹ Most commonly diagnosed STIs are chlamydia, gonorrhoea, genital herpes, and genital warts.

6.3 Between 1998 and 2013, teenage pregnancies in Haringey decreased by 66.4% (see figure 2) with the under 18 conception rate being 20.9 per 1,000 residents, in comparison to 24.3 nationally. In 2013, of those conceptions to women under 18, 64.1% went on to have an abortion, higher than the England average of 51.1%.

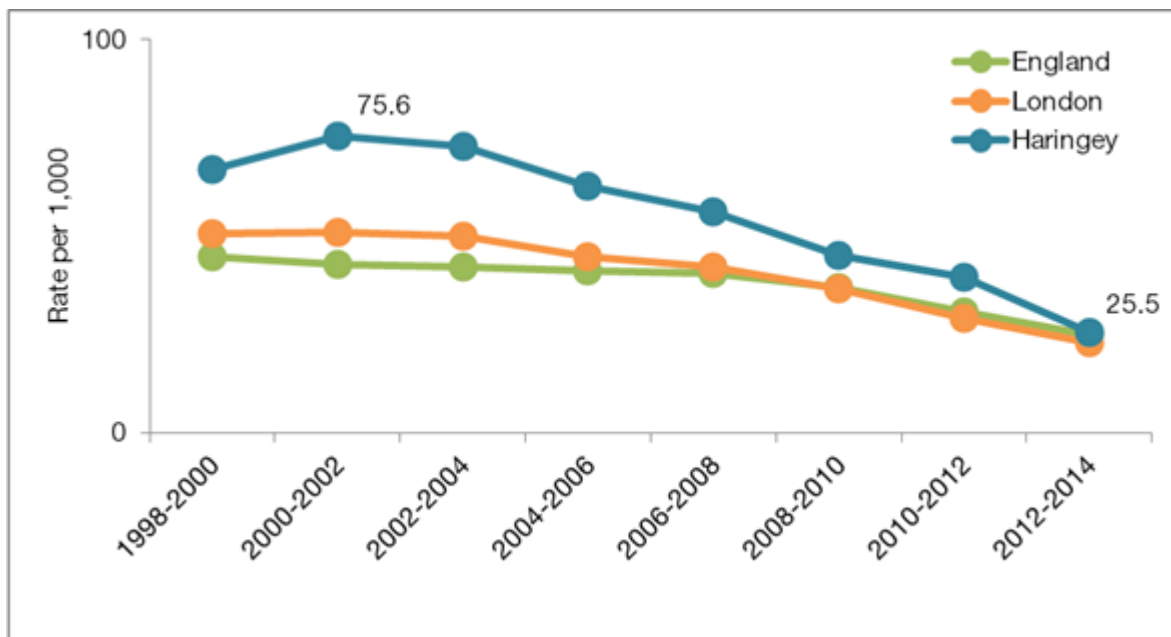


Figure 2: Trend in teenage pregnancy: England, London and Haringey (1998-2014)
 Source: Office for National Statistics 2016

6.4 **What needs to be offered?** It is important that in order to further reduce the rates of STIs and unwanted pregnancies, we offer the following:

6.4.1 Increased access to free condoms - the proposed service will become an integral partner in delivering the Come Correct scheme, a pan-London programme and the Haringey over 25s condom scheme, enabling access to free condoms for both young people and adult populations.

6.4.2 To detect more infections and reduce onward transmission - to increase access to chlamydia screening the core services will offer testing and treatment of chlamydia, alongside the pharmacies and Embrace.

6.4.3 Offer services to young people locally - a Haringey clinic waiting room survey was conducted by Healthwatch to support the procurement of this service. It showed that service users aged under 25 want a service close to their home (60%) or place of study (26%). And that this age group were more likely to be attending for contraception, demonstrating the need for the proposed service to be an integrated sexual health and

contraception service for young people.

6.4.4 Offer contraception locally – a local service rather than an NCL service is needed because 64.9% of residents using a service currently access services within Haringey.

6.4.5 Increase uptake of long-acting reversible contraception (LARC) - Whilst LARC methods are outlined as the most effective, both in terms of cost and reliability, there is still a low uptake in Haringey, with LARC accounting for only 19.2% of methods prescribed.

6.5 **Sexual health service overview-** Sexual Health commissioning is a complex landscape. There are and will be services available London-wide, in the NCL sub-region and local to Haringey. In addition to the proposed community sexual and reproductive health service, the following will also be available to Haringey residents:

6.5.1 E-service - this online portal will allow patients to be triaged into the appropriate service according to their need. Through this portal, patients will be able to order online screening kits, get treated for some infections and be referred to sexual health services, both locally and sub-regionally.

6.5.2 Specialist genitourinary medicine (GUM) - will be provided by the NCL sub-region. It will consist of two main clinics based in Camden and Islington with an outreach provision for sex workers in Haringey. This service will be predominantly aimed at patients with complex sexual and reproductive needs.

6.5.3 Healthy Living Pharmacies - accredited Haringey pharmacies providing free condoms, emergency hormonal contraception, chlamydia and gonorrhoea screening and treatment for chlamydia. A selected number of pharmacies will also provide point of care HIV tests to those aged 18 and over.

6.5.4 GPs - user dependent methods (such as the contraceptive pill) and open access LARC service to women in the borough.

6.5.5 Community Outreach - this service provides a range of sexual health services in community settings, including access to free condoms, chlamydia and gonorrhoea testing and HIV point of care tests. This service particularly targets black and minority ethnic (BME) residents due to the disproportionate levels of infections experienced by this group. The provider is also commissioned to provide a support service for pregnant mothers who have been recently diagnosed with HIV.

6.5.6 Currently Whittington Health NHS Trust provides an integrated STI and reproductive health service. The GUM provision is part of the NCL sub-region service and the contraception provision has been redesigned into this new service. The new service is targeted to start in April 2017.

6.6 Procurement Process

- 6.6.1 A 'Meet the Buyer' event was held on 7th July 2016. The purpose of the event was intended to communicate and share information with potential providers to help them understand the commissioning intentions and offer opportunities to network and forge partnerships.
- 6.6.2 The 'Meet the Buyer' event indicated that this is a specialist service and the nature of the market for this type of service is limited. Therefore, the 'Open' tendering process was selected as the most efficient route to market.
- 6.6.3 The procurement process started with the placing of a contract notice in Official Journal of the European Union (OJEU) and Contract Finder. The tender advert was also published on Haringey's website, CompeteFor and Delta E-sourcing portals.
- 6.6.4 The Invitation to Tender (ITT) and supporting documents were uploaded on Delta (e-tendering portal) where following a registration process, the potential tenderers could access the tender documents and submit their tenders electronically.
- 6.6.5 The procurement process was delayed by 2 months due to difficulties experienced by bidders interpreting information requirements under the Transfer of Undertakings (Protection of Employment) Regulation 2006 (TUPE).
- 6.6.6 By the closing date of 25th October 2016, 8 organisations registered their interest on Delta E-sourcing portal. Tenders were submitted by three organisations. One of the organisations was excluded from the procurement process due to failure to submit a completed pricing schedule. Tenderers who submitted tender(s) are listed in Part B (Exempt Information) of this report.
- 6.6.7 Tenders were evaluated on the basis of the most economically advantageous tender (MEAT) which included a split of 45% Price and 55% Quality as set out in the ITT documentation.
- 6.6.8 The table below details the outcome of the tender evaluations and respective scores of the tenders (see also exempt information report).

Tenderers	Quality Scores (out of 550 points)	Price Scores (out of 450 points)	Total scores (out of 1000 points)	Contract price over 3 years	Contract price for 5 years
Central and North West London NHS Foundation Trust (CNWL)	442	450	892	£3,046,939.00	£ 5,046,939.00

Company A	293	411	704	£3,446,260.00	£ 5,524,800.00
Company B	Supplier was excluded from procurement process due to failure to submit completed pricing schedule.				

6.6.9 Contract management will be incorporated into the contract. Key Performance Indicators and methods of measurement are integrated within the service specification and will be monitored through contract monitoring meetings and reports.

7. Contribution to strategic outcomes

7.1 This service is linked to the Corporate Plan, in particular Priority 1: 'Enable every child and young person to have the best start in life and Priority 2: 'Empower adults to lead healthy, long and fulfilling lives'. Plus the cross-cutting themes: fair and equal borough; prevention and early help; and working with communities.

8. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)

8.1 Finance

The award of this contract is part of a strategy involving a pan-London agreement for the management of sexual health services, described in the report above. The £1.047m cost in 2017/18 and £1m cost in each of the subsequent 2 years is affordable within the current budget of £2.582m. The expectation is that, once all the elements of the new strategy are in place, the planned saving of £0.742m for this service will be delivered.

8.2 Procurement

8.2.1 The procurement process was carried out in line with the requirements of the Public Contracts Regulations 2015 under the Light Touch Regime, which requires that the tender is formally advertised in the Official Journal of European Union (OJEU) the process is transparent and parity of treatment of bidders.

8.2.2 Tenders were therefore evaluated with criteria, method of evaluation and supporting information accessible to all bidders

8.2.3 The contract award represents best value for the Council in the current market and will facilitate anticipated savings of some £742,000 under the new service configuration

8.2.4 Regular service monitoring has been woven into the contract to ensure that key performance indicators are delivered, measured and reported.

8.2 Legal

8.3.1 The report relates to services which are subject to the Light Touch Regime under the Public Contract Regulations 2015. As such they are required to

be advertised in the Official Journal of the European Union (OJEU) although there is greater flexibility in the tender procedure followed than under the standard EU tender regime.

8.3.2 The Council undertook a tender process in accordance with CSO 9.01 and now wishes to award the contract to the provider identified in paragraph 3.1 of this report.

8.3.3 Cabinet has power to approve the award under CSO 9.07.1 (d) (contracts of £500,000 or more).

8.3.4 The award is a Key Decision and has therefore been included in the Forward Plan in accordance with CSO 9.07.1(e).

8.4 Equality

8.4.1 The Council has a public sector equality duty under the Equality Act (2010) to have due regard to:

- Tackling discrimination and victimisation of persons that share the characteristics protected under S4 of the Act. These include the characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex (formerly gender) and sexual orientation;
- Advancing equality of opportunity between people who share those protected characteristics and people who do not;
- Fostering good relations between people who share those characteristics and people who do not.

8.4.2 An equality impact assessment accompanies this report and is attached in Appendix 1.

8.4.3 The contract to provide local Community Sexual Health Services for under 25s and long acting reversible contraception (LARC) for women of all ages, aims to address known health inequalities for these two groups. Young people, both locally and nationally, are more adversely affected by sexually transmitted infections (STIs) demonstrated by the high levels of infections amongst this group. Haringey also experiences comparatively higher rates of unwanted pregnancies amongst women of all ages (although this rate has been falling). This demonstrates the need for more accessible contraceptive services locally for women, particularly those providing LARC methods that are shown to be one of the most reliable forms of contraception.

8.4.4 As a contracted provider, Central and North West London NHS Trust will be expected to demonstrate a strong commitment to equality and fairness in their actions and work practices, and adherence to the Equality Act 2010.

8.4.5 The EqIA puts forward actions to enhance opportunity to access sexual health services, including:

- Outreach and communication of changes to local sexual health services, including targeted awareness raising of the new services for young people and LARC services for women in this report.
- Contract management and monitoring – as a commissioner, Haringey Council will actively monitor and evaluate the take-up and success of the new community sexual health services among different groups, working with the provider to maximise accessibility and find opportunities for continued improvement.

8.4.6 The community sexual health services for young people and LARC for women are just one part of a wider reorganisation of the sexual health service landscape that includes the commissioning of GUM specialist services and an online portal at a sub-regional level and the local commissioning of BME targeted sexual health outreach. We will continue to assess gaps in service provision and accessibility among different groups as part of a holistic review of the new landscape for sexual health services going forward.

9 Use of Appendices

Appendix 1 Equality Impact Assessment

10 Local Government (Access to Information) Act 1985

This report contains exempt and non exempt information. Exempt information is contained in the exempt report and is not for publication. The exempt information is under the following categories: (identified in the amended schedule 12 A of the Local Government Act 1972 (3)):

(3) Information in relation to financial or the business affairs of any particular person (including the authority holding that information).

Information within this report is sourced from:

<http://www.haringey.gov.uk/social-care-and-health/health/joint-strategic-needs-assessment-jsna>

Cabinet reports linked to this report:

[London Sexual Health Transformation Programme](#)

[Pharmacies Enhances Services Framework](#)

[Community Sexual Health Service- Outreach and Health Promotion](#)