



Haringey Council

Report for:	Cabinet 20 th January 2015	Item Number:	FINAL
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Title:	Waiver & Award of Contract for the Healthy Alliance Programme for Sexual Health Services in Haringey 2015-17
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Report Authorised by:	Jeanelle de Gruchy, Director of Public Health	
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Lead Officer:	Susan Oti, Assistant Director of Public Health
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Ward(s) affected: ALL	Report for: Key Decision
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1. Describe the issue under consideration
 - 1.1 To request Cabinet approval to waive Contract Standing Order 9.01 (requirement to follow a tender process) as allowed under CSO 10.01, being in the best interest of the Council,); and to award a contract to Embrace UK, for the period 1 April 2015 to 31 March 2017. The cost of delivering this contract will be £220,000 in 2015-16, and £230,000 in 2016-17, subject to improved service outcomes in year two.
2. Cabinet member introduction
 - 2.1 In accordance with regulations under the Health and Social Care Act 2012, responsibility for the commissioning of sexual health services became the responsibility of the Local Authority in April 2013, as part of the move of Public Health into local authorities. The service in this report will be commissioned from the Public Health Grant.
 - 2.2 The award of this contract will enable the Council to meet its responsibilities to: improve the health and wellbeing of local populations and reduce health inequalities across the life course, particularly young people, black & minority ethnic groups and hard-to-reach groups. The contract will align the service's activities to the Council's corporate objectives on prevention and early intervention.
 - 2.3 I welcome the proposals contained in this report that will further expand the targeted sexual health promotion, HIV and STI testing, and contraception activities undertaken in the community, in Haringey, over the next two years. All of which will



enable the Council to keep in step with the rapid technological changes and improved system-wide models of procurement underway across London.

3. Recommendations

- 3.1 That Cabinet agrees to waive the requirement to tender in respect of the Healthy Alliance HIV Prevention programme for Sexual Health Services in Haringey in accordance with Contract Standing Orders (CSO) 10.01.2 (d) (that it is in the Council's overall interest).
- 3.2 That the contract is awarded to Embrace UK for a period of one year with an option to extend for a further 1 year.

4. Alternative options considered

- 4.1. The key findings of Haringey Council's system wide review of sexual health services in 2013-14, recommended that sexual health service provision and access be improved in the community. Subsequent to this, the Council undertook a robust and rigorous tender exercise in the summer of 2014, in order to explore the potential options to strengthen targeted sexual health service provision in defined target groups in the community.
- 4.2 However, after careful consideration, it became clear that the responses received were 'beyond the scope' (activity and cost) of the Council's original intentions for future community based services, bearing in mind the current strategic proposals to reshape community based sexual health services across London. Director approval has been given to discontinue forthwith the tender process for Lot 2 without awarding a contract. In view of this, and the ongoing development work with the current provider, Embrace UK, the Council considers it to be more cost effective to continue to build capacity in the current voluntary sector provider which would help them to progress from a purely HIV information, advice and guidance service for Africans to one which provides community based testing, advice and support for all at risk groups which is inclusive of all sexually-transmitted infections (STI).
- 4.3 Embrace UK started piloting testing during HIV Testing Week in November 2014 and at its first faith based event, 11 people were tested for HIV. In tandem with this, a training programme has been put in place, (in the 3rd and 4th quarters of 2014-15) which will 'skill up' and enable Embrace UK to deliver STI and HIV testing across the community.
- 4.4 Details of the comparative prices received from the tender process are set out below, together with the estimated savings which should accrue from the award of contract to Embrace UK.



4.4.1 Community Outreach & Prevention Services - Price range from bids received

Bids	Price Year 1	Price Year 2	Combined Years 1 & 2
Company A	£440,704	£387,321	£ 828,025
Company B	£754,463	£709,463	£1,463,926
Company C	£754,107	£750,164	£1,504,271

4.4.2 Prices & Savings Comparison

	Price Year 1	Price Year 2	Combined Years 1 & 2
Embrace UK	£220,000	£230,000	£ 450,000
Savings compared to Company A	£220,704	£157,321	£ 378,025

4.5 By adopting this approach, and working with the current provider, there is also potential to explore use of new on-line technologies associated with some interventions. Public Health will explore incorporating these into future service delivery in order to offer innovative ways of accessing hard to reach groups as well as cost - effective methods of delivering access to testing or prevention messages. Any new service developments would however give due regard to inequalities that can develop for those people who lack on-line access or who are not computer or mobile phone literate.

4.6 Contract and performance management arrangements will be incorporated into the contract. Key Performance Indicators and methods of measurement have been integrated within the service specification and will be monitored through contract monitoring meetings and reports.

4.7 Monitoring meetings will be held monthly for the first six months and quarterly thereafter. The purpose of monthly monitoring meetings will be to examine the implementation of the service, monitor delivery of the service at an operational level and to foster partnership working to facilitate early resolution.

5. Background information

5.1 Sexually transmitted infections (STIs) pose a significant health risk to the population of Haringey. Haringey has moved from having the 4th highest rate of sexually transmitted infections (STIs) in England, in 2012, to 11th in 2013. In 2013, 4152 new STI cases were diagnosed in Haringey residents, a rate of 1603.6 per 100,000 (compared to 810.9 per 100,000 in England), see Figure 1 below.



Figure 1. STI numbers & rates per 100,000 population of all ages in Haringey residents – 2012-13

Diagnoses	No. 2012	Rate 2012	No. 2013	Rate 2013	% Rate change 2012 to 2013	Rank in England	Rate in England 2013
ALL STIs	5255	2029.6	4152	1603.6	- 19.8	11	803.7
Chlamydia	2584	998	1394	538.4	- 46.1	26	390.2
Gonorrhoea	472	182.3	549	212	13.9	12	54.8
Genital Herpes	339	130.9	344	132.9	1.5	7	60.3
Genital Warts	516	199.3	521	201.2	0.95	22	137.2
Syphilis	40	15.4	42	16.2	4.9	15	6.1

STIs as of 2013 includes HIV new diagnosis - Acute infection - PHE June 2014

- 5.2 Re-infection with an STI is a marker of persistent risky behaviour which includes not using a condom. In Haringey, an estimated 8.9% of women and 11.9% of men presenting with a new STI at a GUM clinic during the five year period from 2009 to 2013 became re-infected with a new STI within twelve months; this is higher than the estimated 6.9% of women and 8.8% of men in England.
- 5.3 HIV remains a key STI for Haringey in 2013, there were 98 new HIV diagnosed cases in Haringey. The diagnosed HIV prevalence rate was 6.9 per 1,000 population aged 15-59 years (compared to 2.1 per 1,000 in England). In Haringey, between 2011 and 2013, 48% of HIV diagnoses were made at a late stage of infection compared to 45% in England. HIV late diagnosis is associated with high morbidity and short term mortality. Nationally 66% of those diagnosed late were black Africans. Whilst Embrace UK currently provides Black Africans with information, it still relies on the resident to seek help at a sexual health clinic. In view of this, the Council believes that using new technology to offer an on the spot HIV test, or date for a test in a community venue, will encourage Black Africans to test earlier.
- 5.4 Sexual ill health does not affect the population equally. Figure 2 shows the number and proportion of new STIs (Haringey residents diagnosed in GUM clinics only) by ethnic group in 2013.

Figure 2. Number and proportion of new STIs by ethnic group in 2013 (GUM diagnoses only)

Ethnic Group	%
Mixed	5.3
White	56.1
Black or Black British	15.4
Asian or Asian British	9.6
Other Ethnic Group	0.3
Not specified	10.3

Source: Data from GUM Clinics – but excludes Chlamydia diagnoses made outside of GUM, 2013

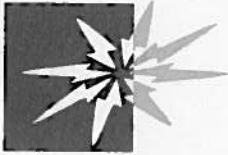


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- In 2013, where recorded, 48.5% of new STIs diagnosed in Haringey were in people born overseas.
 - In 2013 35% of diagnoses of new STIs were in young people aged 15-24 years.
 - Of those living with HIV in Haringey 44% are black Africans.
- 5.5 Reducing the burden of HIV and STIs requires a sustained public health response based around the promotion of safer sex, active early detection using new technologies i.e. on the spot HIV tests and postal home sampling kits aid, successful treatment and partner notification. Given that most people with an STI are not aware that they have an infection, that having an infection still carries significant stigma and the groups most at risk are often marginalised from health services, Haringey requires a service that is able to reach into the community and eliminate local barriers to testing, through making testing available free and confidentially at easily accessible settings.
- 5.6 Embrace UK is a Haringey based charity set up to assist marginalised groups including migrants, refugees and asylum seekers. Using an outreach, peer-led model, it has provided basic HIV health promotion prevention education, condoms, signposting to black Africans and support to any who are HIV positive in Haringey since 1997. It provides an important bridge between residents and mainstream sexual health providers. It has consistently met its performance targets. In 2013/14, 8,534 service users were engaged in both primary and secondary HIV prevention services, of which a total of 3,162 were women and 8 were pregnant women newly diagnosed with HIV. In addition, broader safer sex and sexual health awareness support and advice was provided alongside referral and signposting to other services relevant to service users' needs.
- 5.7 The transfer of commissioning responsibility for HIV and sexual health promotion to Public Health enables Haringey Council to increase the commissioning focus on health promotion and prevention in order to reduce the expenditure on treatment services. Recent developments in STI testing technology and the local redesign of sexual health services has allowed Embrace UK to start delivering STI testing in the community, (in the 3rd and 4th quarters of 2014-15).
- 5.8 In view of the data above, the services contained within the contract are intended to support the Council in reducing health inequalities and improving wellbeing through:
- Expanding the remit of Embrace UK to cover those adults at higher risk of STIs and HIV, with a specific target of black African and Caribbean's adults
 - Expanding the remit of Embrace UK beyond giving advice to giving out postal testing kits for Chlamydia and Gonorrhoea
 - Expanding the remit of Embrace UK to provide HIV point of care testing (using tests which can be done in non-clinical settings)
 - Increasing the level of targeted condom distribution
 - Continuing to offer behaviour change support to those who once treated get re-infected.
 - Continuing to help those with an STI notify a partner



- Continuing to provide HIV positive support, especially for pregnant women
- 5.9 In addition the services within this contract will support the Council's Corporate Plan in:
- Adopting a strategic approach to prevention and early help
- 6. Comments of the Chief Finance Officer and financial implications**
- 6.1 The value of the contract proposed in this report is £220,000 in 2015/16 (year one) and £230,000 in 2016/17 (year two) to be funded from the external Public Health grant. Current Service annual budget allocation is sufficient.
- 6.2 Although the level of Public Health grant cannot be guaranteed beyond 2015/16 it is noted that any extension to the initial one year period is optional and at the discretion of the Council.
- 7. Assistant Director of Corporate Governance comments and legal implications**
- 7.1 The Assistant Director of Corporate Governance notes the contents of the report.
- 7.2 The services to which the report relates are not considered priority services under the Public Contracts Regulations 2006 (as amended) and therefore there was no requirement to carry out a European tender exercise.
- 7.3 Under Contract Standing Orders there is a requirement to follow a tender process for contracts of £100,000 or more (see CSO 9.01). The Public Health Directorate wishes to waive the requirement to tender and award a contract to Embrace UK.
- 7.4 Cabinet has power under CSO 10.01.1 (a) to approve the waiver of tendering requirements (contracts of £250,000 or more). The waiver is requested on the grounds that it is in the Council's overall interest (see CSO 10.01.2 (d)).
- 7.5 Should Cabinet see fit to approve a waiver, an award of contract is recommended. Cabinet has power under CSO 9.06.1 (d) to approve the award of contract.
- 7.6 The award of the contract will be a Key Decision and, as such, needs to be included in the Forward Plan (see CSO 3.01 (d)).
- 7.7 The Assistant Director of Corporate Governance confirms that there are no legal reasons preventing Members from approving the recommendations in this report.
- 8. Equalities and Community Cohesion comments**
- 8.1 The Corporate Policy and Strategy Team have been consulted in the preparation of this report and have commented that:
- 8.2 The contract referred to in this report will continue to provide improved and effective sexual health services to the target communities and groups identified in this report, most of whom possess some of the characteristics protected by sections 4 – 12 of the Equality Act 2010, and to whom the Council owes the



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section 149 duty of that Act, to among other things, have due regards to advance equality of opportunity to them by having due regard to their needs.

- 8.3 The Council is committed to using procurement as a strategic tool for advancing equality of opportunity including opportunity to access to Council contracts by opening up the Council's supply chains. Ordinarily, this would have required that opportunity be opened to all providers who are eligible and interested to bid for this contract.
- 8.4 However, as paragraphs 4.1 and 4.2 of this report have indicated, following a robust tender exercise and careful consideration of the responses received and the evidence gathered, officers have found the current provider, Embrace UK, to be the most cost effected and best suited for the contract, taking into account a variety of factors relevant for the effective delivery of sexual health services to the target groups identified in this report. In this unique circumstance, a re-tendering exercise would be pointless as it could not produce a different outcome and no other providers have been disadvantaged by the waiver.

9. Head of Procurement comments

- 9.1 The recommendation is in line with the procurement code of practice.
- 9.2 The Council reserves the right not to award a contract at the conclusion of a tendering process. This recommendation offers a Value for Money service as evidenced by the original bid prices.
- 9.3 Contract management has been put in place to ensure contract compliance and mitigate and risk of service failure.

10. Policy Implication

- 10.1 This service is linked to the current Corporate Plan and to the future Corporate Plan that is in development, 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 & Fulfilling Lives', and the cross-cutting themes: tackling inequalities; prevention and early help; and working with communities.

11. Reasons for Decision

- 11.1 The recommendations as outlined in 3.1 and 3.2 are in accordance with Contract Standing Orders (CSO) 10.01.2 (d) being the best interest of the Council, to award a contract to Embrace UK for a period of one year with an option to extend for a further 1 year.

12. Use of Appendices

None

13. Local Government (Access to Information) Act 1985

Not applicable.

