



Oldham
Council

Report to Health Scrutiny Committee

Health Improvement and Weight Management Service

Portfolio Holder:

Councillor Chauhan, Cabinet Member Health and Social Care

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26 January 2021

Purpose of the Report

To update the Health Scrutiny Committee on the outcome of the recent collaborative commission by Oldham Council and NHS Oldham Clinical Commissioning Group (CCG) for the provider of a Health Improvement and Weight Management Service through an open competitive tendering procedure.

To introduce the new borough-wide health improvement and weight management service offer, Your Health Oldham, delivered by ABL Health Limited.

Executive Summary

Having a high functioning health improvement offer is an essential component of the range of activity required to achieve better population health and reduce demand on health and social care services.

Oldham Council and NHS Oldham Clinical Commissioning Group (CCG) have worked in collaboration, under the banner of Oldham Cares, to jointly commission a provider for the provision of a Health Improvement and Weight Management Service through an open competitive tendering procedure

Following completion of the tender evaluation processes, the Oldham Council Chief Executive and NHS Oldham CCG Accountable Officer awarded the contract on behalf of

both the Council and NHS Oldham CCG, as per the delegated authority agreed by Cabinet in November 2019, to the provider who submitted the most economically advantageous bid, ABL Health Limited.

The contract term is for a period of five years up to the end of 31 December 2025 at a value of £970,000 per year (£700,000 contribution from Oldham Council and £270,000 contribution from NHS Oldham CCG). There is an option to extend the contract for up to a further two years.

Representatives from ABL Health have been invited to attend the meeting to introduce 'Your Health Oldham': Oldham's Health Improvement and Weight Management Service which went live in January 2021.

Recommendations

Health Scrutiny Committee are recommended to review the collaborative commissioning exercise undertaken by Oldham Council and NHS Oldham CCG, the first collaborative commission between the two organisations, and note the outcome of the recent tender exercise to procure a provider for the delivery of the Health Improvement and Weight Management Service.

Health Scrutiny Committee are also asked to consider the new exciting health improvement offer which is available for residents of Oldham and those registered with an Oldham GP, Your Health Oldham, which is delivered by ABL Health Limited and offers support to people who want to live a better, healthier life.

Health Improvement and Weight Management Service

1 Context

- 1.1. Local authorities have responsibility for improving the health and wellbeing of their local population and for public health services. There is also a responsibility to reduce health inequalities across the life course, including within hard to reach groups, and to ensure the provision of population healthcare advice. As such, statutory duties for public health include the provision of public health advice on obesity and physical activity for both adults and children and smoking and tobacco (including smoking cessation and intervention).
- 1.2. Oldham's adult population is less physically active, smokes more, and carries more excess weight than the England average. These unhealthy behaviours mean Oldham has significantly higher numbers of people with recorded diabetes, and deaths from smoking-related diseases, cardiovascular disease and cancer (which are significantly higher than the England average).
- 1.3. In Oldham:
 - 18% of the adult population smoke.
 - 67.1% of adults, 23.3% of reception children and 37.4% of year 6 children are overweight or obese.
 - 32.4% are physically inactive (they complete less than 30 minutes of activity per week).
 - On average, Oldham primary care complete around 5,000 NHS Health Checks per year, many of these residents would benefit from behaviour changes to reduce their risk of vascular disease.
- 1.4. The major risk factors contributing to mortality are preventable/modifiable with smoking and dietary risks contributing to one-third of all deaths in Oldham.
- 1.3 The King's Fund shows that in more deprived areas (such as Oldham, which has a significant proportion of ward within the most deprived 10% or 20% in England in almost all of the measures within the [Indices of Multiple Deprivation](#), with the exception of Barriers to Housing and Services), unhealthy behaviours co-occur or cluster with patterns of multiple behavioural risks evolving over time. This requires a more holistic approach to address health behaviours that encompass multiple rather than individual unhealthy behaviours.
- 1.4 Reducing smoking prevalence, levels of obesity and increasing physical activity levels are behavioural risk factors, with strong connections to the wider socio-economic determinants of health, that have the potential to have the biggest impact on the improvement of population health, reduce demand on health and social care services and reduce health inequalities.

2 Background

- 2.1 In 2015, Oldham's community stop smoking offer and community health check service was commissioned as part of the Early Help procurement as one element of the Low and Medium Intensity offer. It was agreed by Cabinet in November 2019 to extend the contract for the All Age Early Help contract by nine months until the end of December 2020 to allow time to separate the All Age Low and Medium Early Intervention and Stop Smoking and Community Health Checks service and procure them separately, with the latter being incorporated with weight management to form a health improvement offer for Oldham.

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- 2.2 Tier 3 Weight Management (adults) was delivered separately and commissioned by NHS Oldham CCG with a contract end date of 31 December 2020. NHS Oldham CCG extended their current weight management provision to align with the Local Authority procurement timeframe to allow for an integrated health improvement and weight management service to be commissioned.
- 2.3 The rationale for an integrated Health Improvement and Weight Management Service included:
- The offer available through the Early Help service focused primarily on adult smoking cessation and had limited reach
 - The Tier 2 (behaviour change support) weight management support was limited and the financial provision from the Local Authority ended in October 2019
 - In Oldham, nearly a third of children aged 2 to 15 are overweight or obese and younger generations are becoming obese at earlier ages and staying obese for longer, however, there was no Tier 2 weight management support for children and young people in the borough.
 - The model did not allow for residents to increase or decrease the level of weight management support dependent on need or to move between the Local Authority provider and NHS Oldham CCG provider
- 2.4 Therefore, it was agreed to collaboratively commission a Health Improvement and Weight Management (HIWM) service which would motivate and connect people (both adults and children/families) to healthy living opportunities and encourage and support them to make and maintain healthier behaviours by empowering them to make decisions and change their behaviours to improve their health and wellbeing. This is the first truly integrated collaborative commission undertaken together by Oldham Council and NHS Oldham CCG.
- 2.5 It was agreed at Cabinet in November 2019 to delegate authority to the Strategic Director of Communities and Reform to award the contract following completion of the tender evaluation processes, on behalf of both the Council and NHS Oldham CCG.

3 Health Improvement and Weight Management Service

- 3.1 The Public Health Outcomes Framework sets out the key indicators the Department of Health expects local authorities to work towards. The Health Improvement and Weight Management Service (HIWM) contributes significantly to the local area's performance for a number of indicators. The specification for the HIWM service has a specific focus on working with those most at risk of tobacco, dietary or physical inactivity-related harm.
- 3.2 The high-level outcomes of the Health Improvement and Weight Management provision, include:
- Reduction in the proportion of adults who smoke
 - Contribute to the reduction in smoking related illnesses and deaths
 - Contribute to improving the health of the population by reducing exposure to passive smoking
 - Contribute to the reduction in the proportion of adults and children who are overweight or obese
 - Contribute to the reduction in the proportion of adults and children who are physically inactive
 - Increase in the proportion of adults and children eating a healthy diet
 - Reduction in the proportion of adults that have a high vascular risk score
 - Reduction in the number of adults consuming alcohol above recommended limits
 - Reduction in the level of health inequalities experienced in the borough.

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- 3.3 The Health Improvement and Weight Management Service will deliver the following themed interventions, for residents of Oldham and those registered with an Oldham GP:
1. Single Point of Assessment and Signposting
 2. Community Stop Smoking Support
 3. Weight Management Support
 4. Physical Activity Support
 5. Post NHS Health Checks Support
 6. Targeted Community Health MOTs and support
 7. Alcohol Brief Interventions and support
 8. Mental Wellbeing Support

All of which will help to improve the health outcomes for the borough and ensure that children and young people have the best start in life and are growing up in families that are thriving and that individuals are supported to make and maintain informed health decisions and behaviours

The service will also be enabled and developed by the provision and delivery of the following:

- Delivery of evidence-based training programmes to equip community facing staff with the knowledge and competence to support a population health approach
- A comprehensive Digital Offer to increase access, reach, engagement and motivation.

3.6 The Weight Management Support element of the service will provide all-age weight management support incorporating universal, targeted and specialist weight management options. This will include non-surgical weight loss treatment options for children, young people, families and individual adults, ensuring individuals who are overweight or obese have access to effective and high-quality weight management support when needed.

3.7 The service will assess people's needs and deliver interventions holistically. An individual or family will not have to be referred multiple times or see a number of different practitioners to have their needs met and all practitioners within the service will be able to support individuals and families to make and maintain healthier behaviours.

3.8 The service will deliver a borough wide offer that has a specific focus on working with the most socially disadvantaged, least likely to engage and those groups who are most at risk of health behaviour related harms with a view to reducing health inequalities. The health improvement offer will support individuals and families and will be available universally but will have a focus in the communities where the needs are greatest and health outcomes are worst, otherwise known as proportionate universalism. It will do this by having a workforce that is familiar with the local communities, the assets and the diversity and by ensuring a physical presence in all 5 geographical footprints within the Borough to ensure equitable and fair access to provision, whilst ensuring a targeted offer for those vulnerable groups identified.

3.9 The service is anticipated to work with the following people¹:

- Stop Smoking Support
 - At least 1600 people (5% of estimated local population who smoke) to access stop smoking support per year
 - At least 720 people to achieve a self-reported 4-week quit per year.
- Weight Management

¹ Subject to the impact of the ongoing COVID-19 pandemic. The performance management framework for the service will be agreed, and regularly reviewed throughout the contract length, in discussions between commissioners and provider.

- At least 450 overweight or obese adults to receive weight management support per year
 - Of these individuals, 50% will have sustained a minimum of a 5% weight loss after 6 months of entering the service.
 - At least 320 severely overweight adults to receive support from the service per year (CCG funded element of the service)
 - Of these individuals, 50% will have sustained a minimum of a 5% weight loss after 12 months of entering the service.
 - 20%² of those children and young people identified as overweight or obese through the National Child Measurement Programme (NCMP) to be enrolled into the service for weight management support.
 - Physical Activity
 - 0.5% reduction in the Oldham population that are physically inactive
 - Alcohol Brief Interventions and Support
 - At least 60% of people accessing the service, who have been identified as consuming alcohol above recommended levels, to reduce intake using validated tools
- 3.10 The length of the contract will be for a five-year period from 1 January 2021 until 31 December 2025, with the option to extend the contract for a further two years until 31 December 2027.
- 3.11 The contract price is £970k, per annum. Budgetary provision of £700k per annum is available within the Public Health base budget to cover the cost of this proposal, with the balance of £270k being met from the CCG

4 Procurement Process

- 4.1 The procurement of the Health Improvement and Weight Management Service was led by the local authority's Strategic Sourcing Service. A core working group was established to plan, monitor and deliver the work required to carry out a full procurement exercise and met on a fortnightly basis to enact the detailed project plan.
- 4.2 Prior to commencement of the tendering process, a comprehensive consultation process was undertaken as part of the development of the specification and included engagement with residents and the market, as well as key stakeholders. A Market Engagement Session took place on 17 December 2019 with providers operating in the Health Improvement market in order to help determine future requirements and to shape the proposal and specification for the formal tendering process. The event was attended by representatives from 15 different providers. A public engagement exercise, conducted by the Oldham Council Research, Engagement and Consultation team and Action Together Oldham, took place in January 2020. This engagement activity reached around 50 residents, including a mix of those with experience of services within scope of the commissioning activity and those with an interest or lived experience. Information from the market engagement and public consultation, including slides, details of questions and answers and a report detailing the findings, were published on 'The Chest' and made available to any potential bidders.
- 4.3 Following the completion of the Market Engagement exercise, the Council, as lead procuring partner of Oldham Cares for this contract, undertook an open procurement process, following Light Touch Regime. An open tender process was advertised on the Council's e-tendering Due North Portal 'The Chest' which is also used by all GMCA local authorities. The tender was publicised on 2 March 2020 with a deadline to respond by 12 noon on 16 April 2020.

² To be achieved incrementally throughout the contact length

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- 4.4 However, due to the COVID-19 pandemic and following feedback from the market and potential providers that they were having difficulty in prioritising bid writing and formalising consortium arrangements whilst supporting efforts to respond to COVID-19, it was agreed to pause the procurement activity on 9 April 2020 until the end of May 2020 to allow providers to continue to provide services in response to the COVID-19 pandemic. The pause in procurement activity until the end of May, with the intention to go out to market no later than the end of July, if appropriate, meant that the Council could still meet the Contract Procedure Rules without the need to extend the current contract any further, beyond the end of December 2020 and allowed commissioners the opportunity to review their commissioning intentions in light of the COVID-19 pandemic.
- 4.5 Following monitoring of the market and the evolving situation in relation to COVID-19 pandemic throughout April and May 2020 and as a result of due consideration by the Strategic Director of Communities and Reform, it was agreed to go back out to market in July 2020 with a very minimally amended specification and tender pack that reflected learning from COVID-19 and resulting changes to service delivery and the wider health system as a result of the pandemic. The tender was publicised on 17 July 2020 with a deadline to respond by 12 noon on 13 August 2020. The opportunity was advertised on the basis of the NHS Short Form Contract terms and conditions owing to the clinical aspect of the commission.
- 4.6 Bids were evaluated by the Evaluation Panel, which was made up of commissioners from the Council and NHS Oldham CCG, in multiple stages. The first stage was a Supplier Questionnaire, during which bids were evaluated on a Pass/Fail basis on a range of competencies including economic and financial standing, compliance with equality and health and safety legislation and data protection and information security, to ensure due diligence of providers. References and certificates of past performance were also requested to demonstrate past experience in delivering similar provision. The second stage was a Technical Capacity evaluation, which evaluated bidders' responses to range of questions including their proposed delivery model, effective partnership working, approaches to performance management and assurance, safeguarding, implementation plans and approaches to managing change. Social Value was also evaluated against the Oldham Social Value Procurement Framework
- 4.7 The financial envelope for the delivery of the Health Improvement and Weight Management Service was fixed and took into account the amounts allocated from the local authority and CCG. Therefore, bidders were not competing on price, however consideration was given to the value and impact of each bidder's proposed model and resource configuration.
- 4.8 Finally, upon completion of the Technical Capacity evaluation, all bidders who were within 20% of the highest scoring bidder were passed through to the presentation stage where providers were asked to present two presentations: the first based on their approach to supporting two case studies and the second that focused on their approach to working with the most socially disadvantaged, least likely to engage and those groups who are most at risk of health behaviour related harms with a view to reducing health inequalities and ensuring a joined up health and care system.
- 4.9 Due to the ongoing COVID-19 pandemic, all evaluation, moderation and presentations were conducted remotely via Microsoft Teams to ensure the safety of all officers and providers involved.

5 Outcome of Evaluation and Moderation

- 5.1 Eight bidders applied for the tender, and all of those bidders passed the initial Stage 1 Supplier Questionnaire (evaluated by the evaluation panel), subject to the final due diligence checks as part of the contract award process.

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- 5.2 The responses to the Technical Evaluation questions were evaluated and seven of the eight bidders were then invited to the presentation stage. The panel was joined by the Clinical Director for Maternity and Children's services, who is also the designated Safeguarding GP for Oldham CCG, for the presentation stage.
- 5.3 Following completion of evaluation of the bids and moderation of the scores, it was determined that the most economically advantageous tender was submitted by ABL Health Limited. As such, the evaluation panel made the recommendation to the Oldham Council Chief Executive and NHS Oldham CCG Accountable Officer (in lieu of the Strategic Director of Communities and Reform as per the delegated authority agreed by Cabinet in November 2019), that the contract for the provision of the Health Improvement and Weight Management Service is awarded to ABL Health as the most economically advantageous tender, in accordance with the results of the tendering exercise (based on quality, social value and financial modelling).
- 5.4 Following the successful completion of a 10 day standstill (Alcatel) period and due diligence, the contract for the Health Improvement and Weight Management Service was awarded to ABL Health Limited on 19 November 2020.

6 Your Health Oldham

- 6.1 Your Health Oldham, Oldham's Health Improvement and Weight Management Service, delivered by ABL Health, in partnership with a range of local delivery partners and grassroot organisations, launched on 1 January 2021, following completion of a successful mobilisation period.
- 6.2 Representatives from ABL Health will present an overview of their delivery model to the Health Scrutiny committee and introduce the exciting new service which offers realistic and practical support for people who want to live a healthier life to make life long healthy behaviour changes.

7 Key Issues for Health Scrutiny to Discuss

- 7.1 Health Scrutiny Committee are recommended to review the collaborative commissioning exercise undertaken by Oldham Council and NHS Oldham CCG, the first collaborative commission between the two organisations, and note the outcome of the recent tender exercise to procure a provider for the delivery of the Oldham Health Improvement and Weight Management Service.
- 7.2 Health Scrutiny Committee are also asked to consider the new exciting health improvement offer which is available for residents of Oldham and those registered with an Oldham GP, Your Health Oldham, which is delivered by ABL Health Limited and offers support to people who want to live a better, healthier life.

8 Key Questions for Health Scrutiny to Consider

- 8.1 Health Scrutiny Committee is asked to consider whether an update on the first 12 months of delivery of the Health Improvement and Weight Management Service, including relevant performance management information and contributions towards health outcomes, would be useful.

9 Links to Corporate Outcomes

- 9.1 The Health Improvement and Weight Management Service, as with all Public Health commissioned services, fully supports the Council's cooperative agenda as it promotes the

active engagement of Oldham residents and providers delivering in Oldham in Thriving Communities, Co-operative Services and an Inclusive Economy. The commissioning of the service and the award of the contract to ABL Health Limited is consistent with the commitment within the Oldham Plan to take a person and community centred approach, that places prevention at the heart of our emerging new model of delivery.

10 Consultation

- 10.2 A comprehensive consultation process was undertaken as part of the development of the specification and included engagement with residents and the market, as well as key stakeholders.
- 10.3 Officers from Procurement, Finance and Legal were part of the project team for the procurement exercise and were consulted throughout the process for any implications relevant to their respective specialisms. Procurement, finance and legal implications were included in the delegated decision for the award of the contract. NHS Oldham CCG Contracts Team were involved throughout the procurement process and drafted the contract upon contract award.
- 10.4 The Director of Public Health, as the key relevant statutory officer, was briefed throughout the process, as was the Strategic Director of Communities and Reform and senior officers from NHS Oldham CCG. The Oldham Council Chief Executive and NHS Oldham CCG Accountable Officer approved the award of the contract for the delivery of the Health Improvement and Weight Management Service, in lieu of the Strategic Director of Communities and Reform, as per the delegated authority agreed at Cabinet in November 2019.
- 10.5 The Cabinet Member for Health and Social Care has been briefed prior to and throughout the procurement process.
- 10.6 An Equality and Diversity Impact Assessment has been completed prior to the tender exercise taking place. A copy is available on request.

11 Appendices

- 11.1 None