

OFFICER DELEGATED DECISION 29 JULY 2022

Report title: Tier 2 Adult Weight Management Services – Proposed 12-month extension to current contract with Guys and St Thomas Hospital NHS Foundation Trust

Wards: All

Portfolio: Cabinet Members for Health and Social Care – Councillor Dickson

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REPORT SUMMARY

This report seeks approval for the proposal to award a contract extension for up to 12 months from 1 April 2023 to 31 March 2024 to: Guys and St Thomas' Hospital NHS Foundation Trust (GSTT) for the continued provision of a Tier 2 adult weight management service. The existing contract is due to end on 31 March 2023 and the market (NHS Trusts) and Council's capacity to complete a commissioning review and procurement process for the next contract period has been heavily impeded by the response to and recovery from COVID19. The extension is sought to enable sufficient time for service evaluation and engagement to inform potential service redesign and the commissioning of a future model. Contract extensions will carry forward activity and contract baselines from 2022/23.

FINANCE SUMMARY

The proposal is to roll forward the current annual funding arrangements for the Tier 2 adult weight management service into a 12-month extension. The Tier 2 adult weight management contract with GSTT is held by Lambeth Council and is funded from the Public Health Grant. The contract with GSTT is a fixed annual value of £360,000.

RECOMMENDATIONS

1. To approve an extension for up to 12 months (with a 6-month break clause) to Lambeth's current contract with Guys and St Thomas' NHS Foundation Trust (GSTT) for the Tier 2 adult weight management service, on the same terms and conditions from 1 April 2023 to 31 March 2024 with a maximum contract value of up to £360,000.

1. CONTEXT

- 1.1 Lambeth Council has continued to commission adult weight management services in the Borough since Public Health services were transferred over to the responsibility of the Local Authority in 2013. Local authorities receive funding in the Public Health Grant for these services.
- 1.2 The three main causes of premature death in Lambeth are cancer, cardiovascular disease, and respiratory disease. Both local and national evidence demonstrates that lifestyle factors are strongly associated with higher risk of developing preventable diseases. The prevalence of unhealthy weight and obesity are identified as significant contributing risk factors in a population. There is a robust evidence base nationally which demonstrates the value and efficacy which commissioning adult weight management services delivers to local populations. Investing in prevention and earlier intervention to better support people to successfully lose weight can help to save resources across both health and social care institutions. Areas with higher rates of obesity often have higher rates of socio-economic deprivation and prevalence of major health inequalities. In light of this, ensuring continued access to a high quality, effectively targeted adult weight management services for those most in need and at risk from obesity and related conditions is a key Public Health priority in Lambeth.
- 1.3 The existing service model was commissioned in April 2019 following a re-design and open tender process. The service model is a 12-week structured community weight management programme consisting of physical activity sessions and education on diet and nutrition. The development of the service model was based on NICE guidelines and a robust local evidence base which remains relevant and highlights the importance of adult weight management services in tackling health inequalities, particularly targeting the groups that are more at risk of obesity and related long-term health conditions.
- 1.4 This report seeks approval for the council to award a contract extension for up to 12 months to Guys and St Thomas' Hospital NHS Foundation Trust (GSTT) for the continued provision of a Tier 2 adult weight management service. The existing contract is due to end on 31 March 2023 and this proposal would, therefore, extend this to no later than 31 March 2024.
- 1.5 During the COVID-19 pandemic in 2020/21 and 2022/23 access to services was limited at various stages due to government social distancing and Stay at Home guidelines, GSTT staffing redeployments and the increase of COVID-19 related activity in primary care. The service developed a remote and digital model to ensure service provision continued for those most in need. In the context of the impact and unexpected changes necessitated by the COVID-19 pandemic the current pathway and model of service provision needs to be reviewed to help inform the future commissioning arrangements and have contributed to this proposal for a contract extension to enable sufficient time for evaluation, re-design, and re-commissioning.

2. PROPOSAL AND REASONS

- 2.1 The proposal is to extend the current contract for the Tier 2 adult weight management service held by Lambeth Council with GSTT for a period of up to 12 months (with a 6-month break clause) commencing on 1 April 2023 and ending no later than 31 March 2024.
- 2.2 The capacity of key staff across the local system to participate in a service model review and to engage in a re-commissioning process during 2021/22 was restricted by the ongoing emergency response to the COVID19 pandemic and vaccination campaign. Lambeth Commissioners' have been redeployed internally within the council to provide much needed support to the pandemic response and have since focused on service remobilisation from the impact of the pandemic. Therefore, the necessary review and analysis of the existing contract and local need that is required

to inform and carry out a re-commissioning process needs to be completed. Many of the staff who work in the Trust's adult weight management service have been redeployed to COVID related duties during 2020/21 and 2021/22 (and continue to be placed on standby for any future waves). GPs are a key stakeholder in the service, and any redesign would require extensive consultation with GPs and their service users. This has not been possible due to the focus on vaccination and the enormous pressure on GP services. Whilst activity levels have recovered somewhat, it is envisaged that some level of service impacts will continue during 2022/23.

- 2.3 The contracted service model has been operating in Lambeth since 2019, however the COVID-19 pandemic has had a significant impact on service delivery and the effectiveness of the referral pathway from primary care.
- 2.4 Lambeth is currently trialling a number of test and learn pilots that aim to improve the service model and overall pathway. These include a case finding model for patient referral and engagement co-developed with the North Lambeth Primary Care Network and a more collaborative community-based model of delivery funded by the Office for Health Improvement and Disparities (OHID). The OHID pilot concludes in June 2022 and commissioners will require time to assess and review the effectiveness of the project and how the learning may inform development of future delivery models. A further element of these projects includes insight and scoping work with Black men (a key target demographic) to understand barriers to access, address low uptake and provide recommendations to improve access and outcomes for an under-engaged group.
- 2.5 At the same time there has been a lot of work nationally and in other boroughs as part of the OHID work to test and develop alternative local models. Commissioners are currently engaging with other boroughs and national and regional obesity leads to understand recent innovation, best practice, and successful approaches elsewhere with a view to using this information to help re-design elements of Lambeth's own model. Review and evaluation of these pilots will inform development and redesign of any future model. Commissioners will need sufficient time to evaluate the impact and potential future utility of these service developments.
- 2.6 The delivery of the broader health improvement agenda in Lambeth is also aligned to the development of Lambeth Together's health and wellbeing hubs programme and the Council's neighbourhood working programme. It is essential this service is aligned to the Hubs and Neighbourhood working timescales, as not to do so risks creating inefficiencies in the system and would be a major strategic disadvantage both for the service and for Lambeth Together. Commissioners are leading a community and stakeholder engagement process to gather feedback and insight as to how health improvement services, including adult weight management as well as stop smoking services and NHS Health checks, can be better delivered as part of this new model.
- 2.7 Finally, Commissioners will also need to consider the future service model and commissioning arrangements in the context of the emergent South-East London Integrated Care System (ICS) and associated changes in the local commissioning environment. The proposed contract extension will allow the required time for planning and review and will enable implementation of the new commissioning model to be managed over an extended period. The contract extensions will allow time to develop a fully informed approach in order to commission a service model that meets the council's strategic priorities and is appropriate for the next five year (+) contracting period.

Contract Management

- 2.8 Contract management arrangements during the extension will continue as per 2019-23 contract – on a quarterly monitoring cycle. KPIs established for the existing contract will be used during the extension. Public Health terms and conditions will be used. Monitoring and performance management will be led by Lambeth Public Health commissioning team.

3. FINANCE

- 3.1 London Borough of Lambeth receives a Public Health Grant from which adult weight management services are funded. The existing service contract with GSTT for which the extensions are proposed are fully paid from this grant and are included within public health commissioning budgets.
- 3.2 The Public Health grant for the council in 2022/23 is £34,398,993. Assuming the grant continues at or over this level of funding into 2023/24, there will be sufficient funds available within the budget to cover this contract extension award.
- 3.3 The Tier 2 adult weight management service contract with GSTT is a fixed annual value of £360,000. Payments are made on a quarterly basis in arrears.
- 3.4 The total proposed contract extension value for the service with GSTT is a maximum of £360,000 over the 12-month period 1 April 2023 – 31 March 2024.

4. LEGAL AND DEMOCRACY

- 4.1 The delegated authority to award the proposed contract is vested in the Strategic Director Integrated Health and Care. Before exercising that authority, this paper should be reviewed by the Category Board.
- 4.2 Under Regulation 6 of the set out in the Local Authorities (Public Health Functions and Entry to Premises by Local Healthwatch Representatives) Regulations 2013, local authorities have a duty to provide, or to make arrangements to secure the provision of, open access sexual health services in its area, which shall include arrangements for (i) for preventing the spread of sexually transmitted infections; (ii) for treating, testing and caring for people with such infections; and (iii) for notifying sexual partners of people with such infections. Under Regulation 6 open access services shall be construed to mean services that are available for the benefit of all people present in the local authority's area.
- 4.3 The Regulations do not prescribe how the services should be provided. In practice NHS hospital trusts provide the bulk of the services. The Secretary of State has not set tariffs for the provision of open access services and local authorities negotiate tariffs and/or block payments with NHS Trusts providing these services within their area.
- 4.4 The Public Contracts Regulations 2015 allow for the modification of contracts without a new procurement procedure where, due to circumstances which a diligent contracting authority could not have foreseen, additional services have become necessary and where a change of contractor cannot be made, for technical reasons such as requirements of interchangeability or interoperability with existing equipment, without causing significant inconvenience or substantial duplication of costs for the contracting authority. The 2015 regulations allow that any modification must not increase the price in excess of 50% of the value of the original contract, which this extension will not do.
- 4.5 The Council's Constitution requires that all key decisions, decisions which involve resources between the sums of £100,000 and £500,000, and important or sensitive issues, must be published on the Council's website for five clear days before the decision is approved by the Cabinet Member or Director concerned (Constitution, Part 2, Chapter F). Any representations received during this period must be considered by the decision-maker before the decision is taken.

5. CONSULTATION AND CO-PRODUCTION

- 5.1 The existing service model was developed through significant clinical and public consultation and co-production between Lambeth public health commissioners, local primary care leads, the wider market and service users. As part of plans for commissioning the longer-term future service (beyond the proposed extension) commissioners have worked with GSTT, PCNs and local Voluntary and Community Sector organisations such as the Black Prince Trust and Mosaic to develop pilots which are currently running to inform future models. Additionally, commissioners will undertake a full evaluation of the pre-existing service model, changes which have occurred during the contract period, including changes made in response to the COVID-19 pandemic such as the increased use of remote consultation and the learning from test and learn pilots. Assessing the future utility and impacts of these changes while remaining cognisant of the broader context of developments in the healthcare system will be an important element of future planning.
- 5.2 Commissioners are leading a community and stakeholder engagement process to gather feedback and insight as to how health improvement services generally, and adult weight management services specifically, can be better delivered as part of a community-based model. This includes insight and scoping work with Black men (a key target demographic) to understand barriers to access, address low uptake and provide recommendations to improve access and outcomes for under-engaged group. This will form part of a broader programme of engagement and consultation as part of the development of the health and wellbeing hubs programme with local residents, service users, community organisations, local ward councillors and key strategic partners including both online and face to face workshops and events. Commissioners are also engaging with primary care leads both through South East London CCG Commissioners and Primary Care Networks, including North Lambeth PCN and StockWellBeing PCN, to ensure both public health services and the health and wellbeing hubs align with the local health landscape.

6. RISK MANAGEMENT

- 6.1 The potential risks associated with the proposed course of action to extend the existing contract by up to 12 months also apply to the procurement of the longer-term future provision of this service (post extension). In fact, the extension period has been proposed to help to mitigate against these risks for the longer term.
- 6.2 The main risks that impede on the successful delivery of this procurement and contract are shown in Table 1 below:

Table 1 – Risk Register

Item	Risk	Likelihood	Impact	Score	Control Measures
1	Ongoing COVID19 impacts on activity and outcomes	2	4	8	Ongoing performance monitoring with service providers Core provision prioritised Remote and digital service models continue to operate during periods of increased government restrictions Longer than usual time period sought for procurement Provision for unforeseeable pandemic impacts in future contracts

2	ICS developments impact procurement plans / potential changes to system configuration	3	2	6	Stay sighted on changes to commissioning or acute Trust configurations Planning work during 2022/23 will scope opportunities and risks associated with developments within the healthcare system both in Lambeth and across SEL
3	Risk of challenge from external market / providers who have not been given the opportunity through any competitive tender or market testing.	2	2	4	Extension is for up to 12 months only, allowing time to develop future commissioning plans
4	Finance - future cuts impacting PH grant	3	2	6	Develop contingency priorities
5	Finance - savings required by councils	3	2	6	Manage as arise

Key

Likelihood	Very Likely = 4	Likely = 3	Unlikely = 2	Very Unlikely = 1
Impact	Major = 8	Serious = 4	Significant = 2	Minor = 1

7. EQUALITIES IMPACT ASSESSMENT

- 7.1 Local and national evidence shows that certain population groups are at higher risk of obesity and conditions associated with or exacerbated by obesity and unhealthy weight, namely:
- Black, Asian, and Minority Ethnic (BAME) groups
 - Those living with long terms conditions (LTCs) including mental health issues
 - People who live in more socioeconomically deprived areas
- 7.2 A specific EIA has not been undertaken for the proposed extension; however, an EIA was completed as part of the commissioning process for the existing contract. The initial EIA indicated that the service model would focus on the key groups where there is a higher burden of obesity related ill health, which has significant impacts on the individual's own life chances as well as on the wider health and social care system. The eligibility criteria for the service considers evidence which suggests that people from these communities are more likely to develop LTCs up to 10 years earlier than the general population.
- 7.3 As a result of the COVID-19 pandemic, the service adopted a remote and digital service model and are now running a hybrid model offering a choice of face to face or remote provision to assure access.
- 7.4 The current test and learn pilots and scoping work is aimed at improving access and outcomes for more at-risk groups, including those with long-term health conditions including mental health conditions, Black and multi-ethnic individuals, and men, who we know are less likely to engage with existing services. If these models prove effective the learning generated will inform the future service model.

8. COMMUNITY SAFETY

- 8.1 None

9. ORGANISATIONAL IMPLICATIONS

Environmental

9.1 None.

Health

9.2 The service supports delivery of the co-operative Health and Wellbeing strategy and supports the Council's outcomes around reducing health inequalities as outlined in the priorities contained in the Joint Strategic Needs Assessment (JSNA).

9.3 This service is commissioned in pursuance of the local authority's duties related to the improvement of the health in the local population, the delivery of specialist Public Health advice and the continuation of health improvement services to the citizens of the London Borough of Lambeth.

Corporate Parenting

9.4 None.

Staffing and accommodation

9.5 None.

Responsible Procurement

Added Value

9.6 The scoping and review work during 2022/23 will include robust engagement with the current service providers, service users, residents and local Voluntary and Community Sector and health and wellbeing organisations to inform the future service model. The Test and Learn pilots are intended to develop a more integrated, community-based approach to facilitate service access and improve outcomes from across our diverse local communities, including those who are vulnerable and socially disadvantaged. Facilitating links and referrals to wider health and social care provision where appropriate, for example as part of a health and wellbeing hub model, adds social value and will enable the Council to develop a more responsive and robust service.

Good Quality Jobs with Fair Pay and Decent Working Conditions

9.7 GSTT is a London Living Wage employer.

Quality Apprenticeships, targeted Employment for Lambeth residents and Lambeth Priority Group

9.8 Not applicable – extension to existing contract.

Reduce Emissions: Lambeth Council has a commitment to being Zero Carbon by 2030

9.9 The service offers a remote option for service users meaning that travel to face to face consultations is limited to only what is absolutely necessary. Furthermore, the service locations are located across the borough in local venues and are generally convenient to access reducing the distances service users need to travel. The venues are very accessible by public transport.

Single Use Plastics

9.10 NHS providers have recycling systems in place and promote the reduced use of single-use plastics amongst their staff and clients.

Positive Health and Wellbeing

9.11 NHS providers are signed up to the London Mayor's Healthy Workplace Charter.

Other Offers (Innovation)

9.12 Not applicable

Audit Trail				
Name and Position/Title	Lambeth Directorate	Date Sent	Date Received	Comments in paragraph:
Councillor Jim Dickson*	Cabinet Member for Health and Social Care	15.06.22	23.06.22	Throughout
Councillor Marcia Cameron*	Cabinet Member for Health and Social Care	15.06.22	23.06.22	Throughout
Andrew Eyres: Strategic Director Integrated Health and Care	Adults and Health	15.06.22	23.06.22	Throughout
Ruth Hutt Director of Public Health	Adults and Health	12.05.22	12.05.22	Throughout
Pete Hesketh, Finance	Finance and Property	07.07.22	07.07.22	3
David Thomas, Senior Contracts Lawyer Legal Services	Legal and Governance	24.05.22	27.05.22	4
Julia Skinner, Democratic Services	Legal and Governance	07.07.22	12.07.22	4.5
Paul Keenlyside, Climate Change and Sustainability Lead	Sustainable Growth and Opportunity	24.06.22	04.07.22	9
Sasa Glisic Procurement Category Manager	Procurement	24.05.22	27.05.22	Throughout

10. TIMETABLE FOR IMPLEMENTATION

10.1 The table below details the stages and deadlines for implementing the recommendations

Activity	Proposed Date
Date published on Forward Plan	N/A
Publication on Decisions online	21 July 2022
Officer Decision	29 July 2022
End of Call-in Period (key decisions only)	N/A
Commencement of Contract extension	01 April 2023

Report History	
Original discussion with Cabinet Member	23/06/2022
Report deadline	N/A
Date final report sent	N/A
Part II Exempt from Disclosure/confidential accompanying report?	No
Key decision report	No
Date first appeared on forward plan	N/A
Key decision reasons	N/A
Background information	Original 2018 Decision 15.01.18 Decision - Contract Award for Tier 2 Adult Weight Management Services Lambeth Council
Appendices	Appendix A EIA

APPROVAL BY CABINET MEMBER OR OFFICER IN ACCORDANCE WITH SCHEME OF DELEGATION

I confirm I have consulted Finance, Legal, Democratic Services and the Procurement Board, and taken account of their advice and comments in completing the report for approval:

Signature:

Date:

Post: Alex Jackson, Lead Commissioner for Health Improvement

I confirm I have consulted the relevant Cabinet Members, including the Leader of the Council (if required), and approve the above recommendations:

Signature: Date:

Post: Andrew Eyres
Strategic Director for Adults and Health

Any declarations of interest (or exemptions granted):

None

Any conflicts of interest:

None

Any dispensations:

None