

**READING BOROUGH COUNCIL  
REPORT BY COUNCIL MANAGING DIRECTOR**

<b>TO:</b>	<b>HEALTH &amp; WELLBEING BOARD</b>		
<b>DATE:</b>	<b>21 MARCH 2014</b>	<b>AGENDA ITEM:</b>	<b>8</b>
<b>TITLE:</b>	<b>SEXUAL HEALTH PROCUREMENT</b>		
<b>LEAD COUNCILLOR:</b>	<b>COUNCILLOR HOSKIN</b>	<b>PORTFOLIO:</b>	<b>HEALTH</b>
<b>SERVICE:</b>	<b>PUBLIC HEALTH</b>	<b>WARDS:</b>	<b>BOROUGH-WIDE</b>
<b>LEAD OFFICER:</b>	<b>LISE LLEWELLYN</b>	<b>TEL:</b>	<b>01344 355206</b>
<b>JOB TITLE:</b>	<b>STRATEGIC DIRECTOR OF PUBLIC HEALTH BERKSHIRE</b>	<b>E-MAIL:</b>	<b>Lise.llewellyn@bracknell-forest.gov.uk</b>

### **1. PURPOSE OF REPORT AND EXECUTIVE SUMMARY**

- 1.1 This report is to update the Health and Well being board on the sexual health procurement process being led by Public Health Berkshire on behalf of the six public health teams based in each locality including Reading Borough Council .

### **2. RECOMMENDED ACTION**

- 2.1 For information and comment on the process to procure sexual health services for Reading BC

### **3. POLICY CONTEXT**

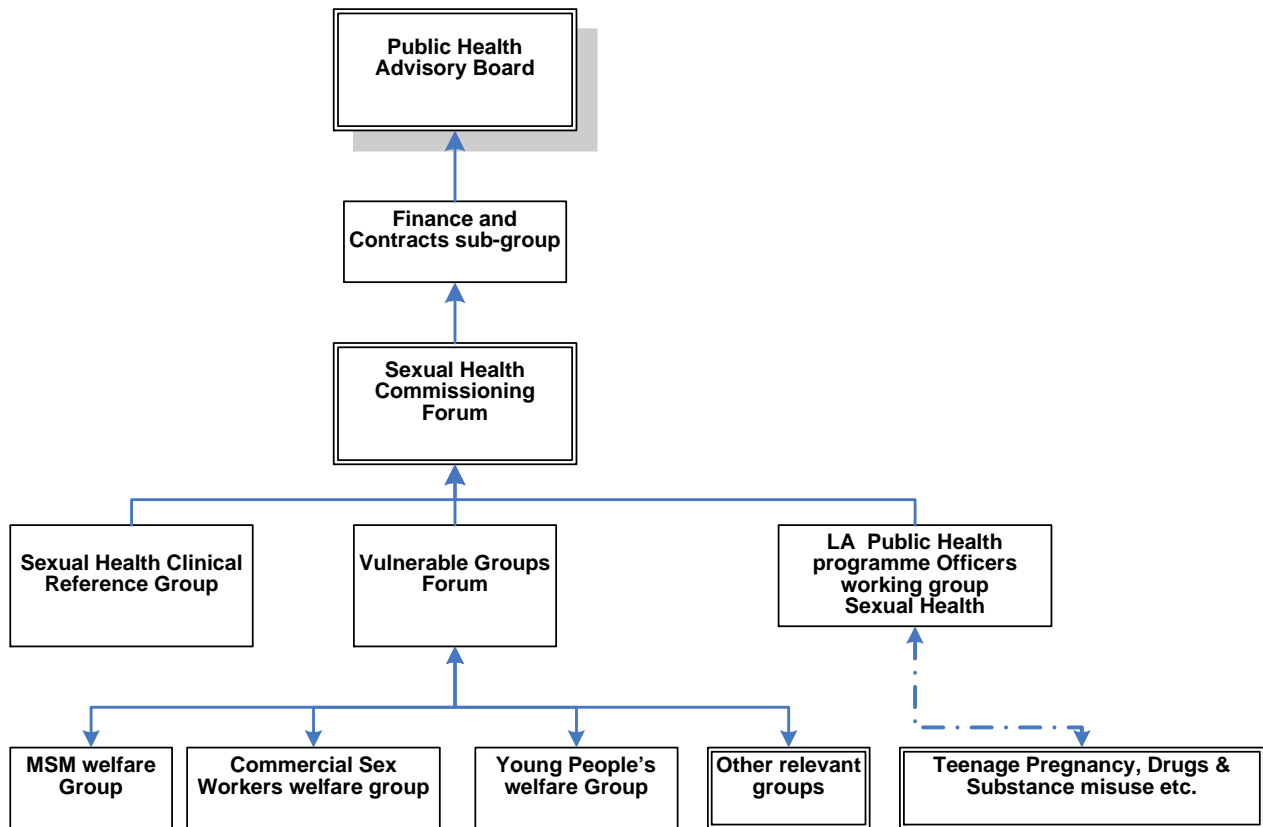
- 3.1 The purpose of this paper is to update the Health and well being board on the process to procure sexual health services for Reading residents and to share emerging findings.
- 3.2 Sexual Health Services are a mandatory service that each Unitary authority must ensure it commissions . See appendix 1 for general description.
- 3.3 Following the transfer of public health functions to local government in April 2013, it was necessary to review all public health contracts. The sexual health contract was subject to this review and it was agreed by Chief Executives and leaders to put the contract out to tender in a collaborative approach across Berkshire. The sexual health contract, as with the other shared contracts, is managed on behalf of Reading BC by the shared team as part of the memorandum of understanding.
- 3.4 The project is led by the shared Consultant for health protection and supported by an interim project manager recruited for this work and to ensure close collaboration with the Reading public health team. The procurement process ensures that the new specification not only builds on national best practice but ensures that the Berkshire service will be suitable for the varying needs of the communities with Berkshire.

*Needs assessment (see Appendix 2)*

- 3.5 The Sexual Health Needs assessment has been completed, which includes the findings from a local consultation with young people aged 16- 25 years, who are the main users of services across Berkshire.
- 3.6 The health needs assessment (HNA) shows 11, 579 GUM (genito urinary medicine) clinic attendances by Reading residents in 2012, 99% of these at Royal Berks services. In addition there are:
- Higher than England average rates of sexually transmitted infections - ranked 26th out of 326 LAs rate of 1265.6 STI per 100,000 higher than national rate of 803.7
  - Higher than England average rates of diagnosed HIV 2.9 per 1000
  - Late HIV diagnosis in line with National rates, 50% of HIV diagnoses were made at a late stage of infection compared with 50% nationally.
  - Higher than England average teenage pregnancy rates, despite a major reduction since 1999 - 34.1 per 1000 females 15 to 17 in 2011 compared to national rate of 30.9 Higher than England average conception rates (all ages) 89.2 cper 1000 women aged 16 to 44 c in 2011 compared with 80.7 in England
- 3.7 This needs assessment was presented to Reading stakeholders as one of six local stakeholder events to obtain feedback. Part of the workshop then allowed stakeholders to review the current service and identify any gaps and issues to be incorporated into the specification going forward. (see appendix 3 for summary of points raised)
- 3.8 A Berkshire wide event was held on the 26<sup>th</sup> February which highlighted key themes and gaps raised across the six local authority areas, and specifically gained the views from voluntary and community groups on the issues of sexual health in Berkshire (see appendix 3)
- 3.1 Following these meetings, the outcomes will be fed into the draft specification. The draft specification will be circulated and consulted upon in Reading. The aim is to then progress a pan Berkshire procurement.

**Governance of procurement**

- 3.10 In order to ensure a collaborative approach that has ownership from the 6 unitary authorities, a robust workshop and planning process to ensure local suitability of services has been coupled with a multi UA approach for the oversight of this project . The key decision making groups - PHAB, commissioning forum and the finance and contracts sub group has representation from Reading. Indeed the UA lead for financial modelling work is Reading.



*Project Milestones*

ID	Tasks	Start	Finish	2013												2014			2015			
				Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar			
1	Review of current service specs	26/11/2013	31/01/2014	█																		
2	Review of current LES specs	26/11/2013	01/01/2014	█																		
3	Contract sign off for 2014/15	17/03/2014	28/03/2014				█															
4	Sexual Health Needs Assessment - consultation	26/11/2013	29/11/2013	█																		
5	Sexual Health current service- Gap analysis	26/11/2013	15/01/2014	█																		
6	Relevant Groups set up & drafting TOFs	01/01/2014	14/02/2014		█																	
7	Consultation of re-designed service with LA and other stakeholders	03/02/2014	30/04/2014			█																
8	Drafting new service specifications	01/04/2014	30/04/2014				█															
9	Approval from Finance & Contract Group	02/06/2014	26/06/2014						█													
10	Approval from PHAB	01/07/2014	08/07/2014							█												
11	Procurement of new service	09/07/2014	10/11/2014								█											
12	Preparation and start of new service	03/11/2014	01/04/2015																			█

## 4 Risks

### *Procurement process*

- 4.1 The proposal is for sexual health services to be jointly procured by all six of the Berkshire Unitary Authorities i.e. providers will be requested to tender on the basis that a contract will be entered into with each of the Unitary Authorities on the basis of the same terms and conditions albeit that the specification for service may vary slightly for each Unitary Authority.
- 4.2 In order to avoid compliance with six separate sets of Contract Standing Orders it has been proposed that the procurement is conducted in accordance with the standing orders of Bracknell Forest B.C. This is in order to avoid fragmentation and delay in the procurement process which would be a likely consequence if each stage of the procurement process required decisions by six separate decision makers. It has also been proposed that authority to take decisions in relation to the procurement be delegated to key officers in Reading Borough Council (to be agreed at policy committee - an update will be given at the HWB board meeting)
- 4.3 Notwithstanding the proposal that the decision making is delegated within Reading Borough Council, key decisions will in practice be signed off by the Sexual Health Commissioning Forum, the Finance and Contract Sub-Group and the Public Health Advisory Board all of whom have Reading representation.
- 4.4 (Although each Unitary Authority will have a direct contractual relationship with the provider the administration of the contracts will be undertaken by the "core" public health team based at Bracknell. As the existing Inter-Authority Agreement only covers the administration of contracts vesting in local authorities on the transfer of the public health function a further short Inter-Authority Agreement/variation to the existing Agreement will be necessary.)

### *Service disruption*

- 4.5 Sexual health services are commissioned by several commissioners–  
The NHS Commissioning Board and clinical commissioning groups will commission related services including:
  - NHS Commissioning Board: HIV treatment and care, health services for prisoners, sexual assault referral centres, cervical screening
  - clinical commissioning groups: community gynaecology, vasectomy and sterilisation and abortion services.
  - General practitioners will be commissioned by the NHS Commissioning Board to provide standard contraception services under the GP contract.
- 4.6 This can be an integral part of the pathway of sexual health care for an individual therefore in each workshop and in our ongoing process we are involving these commissioners to ensure alignment of service objective. In addition the specification developed will stress the need to demonstrate how the provider will link and coordinate with these services

### *Financial*

- 4.7 When neighbouring authorities have tendered the services there has been an increase in price. The finance and contracts sub group are developing a financial model to predict the risk inherent in our process and options will be developed for the contract structure to minimise the risks form a payment by activity contract, one that ensures value for money and also promotes sexual health promotion in the longer term.

### *Conclusion*

The health and well being board is asked to note and comment on this paper

## **5. CONTRIBUTION TO STRATEGIC AIMS**

- 5.1 The work outlined within this report will impact on the Council's strategic aim of promoting equality, social inclusion and a safe and healthy environment for all.
- 5.2 The Health and Wellbeing Strategy sets out sexual health as a key priority area for the residents of Reading. This procurement and future service will be integrated across Berkshire that will be beneficial for the residents of Reading.

## **6. COMMUNITY ENGAGEMENT AND INFORMATION**

- 6.1 A stakeholder event was held on 4<sup>th</sup> February 2014 in Reading to present the sexual health needs assessment to key stakeholders. This included statutory providers and voluntary representative organisations. The Berkshire wide event on 26<sup>th</sup> of February will add to this engagement process by actively involving vulnerable groups from Reading such as black and minority ethnic communities.

## **7. EQUALITY IMPACT ASSESSMENT**

- 7.1 An equality impact assessment is being developed as part of the wider procurement and service model options process that is aligned to the needs of the protected characteristic populations.

## **8. LEGAL IMPLICATIONS**

- 8.1 There is a requirement under the health and social care act 2012 and the transfer of responsibilities for local authorities to provide sexual health services as a statutory function. Local authorities will be tasked with making decisions about local provision based on need. However they must concurrently adhere to defined legal requirements to ensure the provision of core services set out in the Local Authorities Regulations (Public Health Functions and Entry to Premises by Local Health watch Representatives).

## **9. FINANCIAL IMPLICATIONS**

- 9.1 Financial modelling of the future service is currently being undertaken led by the Reading finance lead and will be presented when complete. The total value of the contract will be developed within this scope and the specific contribution of the authority. This is being assessed by the Reading Borough Council finance team in liaison with the Consultant in Public Health.

## **10. BACKGROUND PAPERS**

Appendix 1 Description of Sexual Health services

## Appendix 1

### 1 Sexual Health / Genitourinary Medicine (GUM) Services

#### 1.1 What are GUM services?

Sexual health or genitourinary medicine (GUM) clinics offer a range of services, that may include:

- testing and treatment for sexually transmitted infections (STIs)
- advice and information about sexual health
- free condoms
- contraception, including emergency contraception such as the morning-after pill
- pregnancy testing
- HIV testing, including rapid tests that give results in about 30 minutes and counselling for people who are HIV positive
- PEP (post-exposure prophylaxis) – medication that can help prevent people from developing HIV if they've been exposed to it
- hepatitis B vaccination
- advice about abortion
- help for people who have been sexually assaulted
- if necessary, a referral to a specialist

In addition we provide services which provide access to contraception outside the mainstream GUM services to ensure ease of access and flexibility of care. These type of services support achievement of a range of aims e.g. our teenage pregnancy targets. They may be stand-alone services e.g. Thames Valley positive support or part of other service specifications e.g. school nursing

1.2 *Sexual Health Services are a mandatory service – each Unitary authority must ensure access to these*

#### 1.3 Provision : the current market for Berkshire residents

There is a mixed portfolio of Providers delivering Sexual Health services to different specifications. In 2013/14, the current expected spent £6.5m on GUM outpatient appointments (excluding those from other areas outside the main Berkshire Providers) and other Sexual Health services.

Providers for Berkshire West	Expected cost in 2013/14
RBH	£3,267,586
Frimley	£28,252
St Peters	£5,249
Oxford	£25,606
total	3,326,693

Providers for Berkshire East	Expected cost in 2013/14
RBH	£253,916
Frimley	£122,602
St Peters	£58,167
BHCT	£2,815,000
Bucks Hosp	£30,130
total	3,279,815

2013/4 Activity by Unitary Authority to end of month 9

**period: Year to date Month 9**

<b>Local Authority</b>	<b>Royal Berkshire Hospitals Trust</b>	<b>Berkshire Health Care Trust</b>	<b>total -year to date</b>	<b>Predicted Year end spend</b>
Bracknell	£131,793	£353,614	£485,407	£647,210
Reading	£1,322,838	£123,959	£1,446,797	£1,929,062
Slough	£12,351	£636,254	£648,605	£864,807
West Berkshire	£439,370	£72,735	£512,105	£682,806
RBWM	£52,681	£407,264	£459,945	£613,260
Wokingham	£589,993	£63,724	£653,717	£871,623
<b>Total</b>	<b>£2,549,026</b>	<b>£1,657,550</b>	<b>£4,206,576</b>	<b>£5,608,767</b>

## **Appendix 2**

### **Appendix 2**

#### **Sexual Health in Reading – key facts**

##### **GUM clinic attendances**

11, 579 GUM clinic attendances by Reading residents in 2012, 99% of these at Royal Berks services

##### **STI's**

Higher than England average rates of sexually transmitted infections – ranked 26th out of 326 LAs  
rate of 1265.6 STI per 100,000 higher than national rate of 803.7

Higher than England average rates of diagnosed HIV  
2.9 per 1000 compared to 2/1000 in England

Late HIV diagnosis in line with National rates,  
50% of HIV diagnoses were made at a late stage of infection - 50% nationally

##### **Conceptions**

Higher than England average conception rates (all ages)  
89.2 cper 1000 women aged 16 to 44 in 2011 compared with 80.7 in England

##### **Teenage conceptions**

Higher than England average teenage conception rates, but a major reduction since 1999 –  
34.1 per 1000 females 15 to 17 in 2011 - national rate of 30.9



## Current Pattern of services In Reading

**Table 1: Sexual Health Services - Reading (In addition to GP services provided as part of main GMS and PMS contracts - NHS England )**

Type of service	Service	Provider	Any data you have on level of service use
<b>Sexual Health Promotion (level 1)</b>	<ul style="list-style-type: none"> <li>Florey clinic hub &amp; three CASH spokes</li> <li>10 young peoples drop in sites (including 8 juice points)</li> <li>School nurse input</li> </ul>	<ul style="list-style-type: none"> <li>RBH</li> <li>RBH</li> <li>BHFT</li> </ul>	•
<b>Young peoples drop-in (level 1 / 2)</b>	10 young peoples drop in sites (including 8 juice points)	See above	
<b>Condoms (level 1)</b>	<ul style="list-style-type: none"> <li>Florey clinic hub &amp; three CASH spokes</li> <li>10 young peoples drop in sites (including 8 juice points)</li> <li>C-Card scheme</li> <li>HIV patients through Thames Valley Positive Support</li> </ul>	<ul style="list-style-type: none"> <li>RBH</li> <li>RBH</li> <li>BHFT / Public Health</li> <li>TVPS</li> </ul>	•
<b>Emergency Hormonal Contraception (level 2)</b>	GPs plus 12 pharmacies (others have attended refresher training)		
<b>LARC provision (level 2)</b>	<ul style="list-style-type: none"> <li>Some GP provision</li> <li>CASH &amp; specialist outreach nurses for young people &amp; vulnerable women</li> </ul>	•	•
<b>GUM (level 3)</b>	<ul style="list-style-type: none"> <li>Florey clinic, Whitley clinic, West Berkshire Community Hospital</li> </ul>	•	•

<b>HIV testing</b>	<ul style="list-style-type: none"> <li>• GPs screen risk groups and all new registrants</li> <li>• HIV testing available at GUM.</li> <li>• Routine HIV testing for all general medical admissions</li> </ul>	•	•
<b>Chlamydia screening</b>	•	• Operated by Berkshire Healthcare Trust, based at Reading CASH	•
<b>Termination of Pregnancy</b>	•	• Marie Stopes	•

## **Appendix 3 Reading sexual health stakeholders' workshop – some key findings**

### **What's working well?**

- Partnership working, holistic support
- Florey unit - sexual health centre, specialist service plus easy access
- Florey - good brand, Adult service users.
- Sexual health link with school nurses –young people engagement Fast track pathways for HIV support
- Outreach sexual health nurses for specialist clients
- Juice points in schools (sexual health drop ins)
- Ease of access - especially vulnerable and hard to reach groups
- Peer to peer support - champions model

### **What's not working well and how to improve it?**

- Education for specific communities / groups - need to use IT / other routes more :more targeted messages
- Poor HIV testing
- Education and awareness of services
- sexual health promotion in schools needs to be more visible
- co-ordination of c-card scheme

### **New ideas - blue sky thinking**

- Highlighting SH in other agencies - skilling other agency partners e.g youth services, voluntary agencies, churches community leaders
- Mobile sexual health services e.g. bus offering SH services
- IT platform - sharing services, all SH services listed and how to access services
- Resource wider community youth settings to enable to deliver positive SH work. Inc vulnerable and BME etc, balance of male and female workers
- Need for professionals to have knowledge of other agencies and protected time to develop professional links