

Weight Management Services for Adults, Children and Young People Recommendations from Tender Assessment Panel

Agenda Item:	2.13	Reference:	W11-12/019
Report to:	Formal Board	Meeting Date:	12 April 2011
Lead Director:	Fiona Johnstone, Director of Public Health		
Lead Medical Director:	Abhi Mantgani, Medical Director, NHS Wirral		
Lead Officer:	Anne Tattersall, Head of Health and Wellbeing, Children and Young People		
Contributors:	Teresa Williams, Commissioning Manager		
Governance:	Link to PCT Strategy	Strategic Commissioning Plan - Obesity Programme	
	Link to Operating Framework	Access to services for vulnerable groups – Implement the NHS Wirral Strategic Commissioning Plan Obesity Programme.	
Summary:	<p>This report follows approval from the Professional Executive Committee on 14 December 2010 to commission Weight Management Services for adults, children and young people.</p> <p>It summarises the procurement process, assessments and scoring of tenders received and recommends awarding contracts to 2 successful service providers.</p>		
Recommendation:	To Approve		✓
	To Note		
	Comments		
Next Steps:	<p>Following approval of Board to award contracts, formal award letters will be sent to winning providers and at the same time, formal rejection letters to unsuccessful providers. A 10 calendar day standstill period (ALCATEL Judgement) at the award stage prior to contract signature will apply to permit unsuccessful providers to seek further information about an award decision and challenge decisions made where they have sufficient grounds. All providers are offered a debriefing session each either face to face or by telephone. All debriefing sessions will be documented for audit purposes.</p>		

*This section is an assessment of the **impact** of the proposal/item. As such, it identifies the significant risks, issues and exceptions against the identified areas. Each area must contain sufficient (written in full sentences) but succinct information to allow the Board to make informed decisions. It should also make reference to the impact on the proposal/item if the Board rejects the recommended decision.*

What are the implications for the following (please state if not applicable):		
Financial	The proposal involves an investment of £370,500 for children and young people services and £161,007 for adult services over two years (2011-2013) using funds identified from the SCP Obesity Programme budget.	
Value For Money	Value for Money is achieved through formal evaluation of tenders. The assessment panel members looked for the best balance of quality and price, rather than the lowest price. Tenders were assessed on the capability and capacity of the providers to deliver a high standard service based on their ability to deliver the most efficient, effective, safe, economical and sustainable service within sound governance arrangements.	
Risk	The risk of not taking the recommended decision is that there will be no NHS commissioned weight management services for Wirral residents. As a result, obesity levels are likely to increase significantly, health status of children and adults may decrease and health inequalities widen.	
Legal	All service providers are to agree and maintain confidentiality and information sharing protocols at all times and across services unless there are concerns about the safety and well-being of a young person.	
Workforce	Relevant staff of Public Health, Health and Wellbeing – Children and Young People will be responsible for commissioning and contract development and performance monitoring of services.	
Equality & Human Rights	The service demonstrates our commitment to improve outcomes for overweight and obese children and adults.	
Equality Impact Assessment (EIA)	Attached	✓
	N/A	
	Other	
Patient and Public Involvement (PPI)	<p>Service users and non-service users feedback from surveys and focus groups carried out by providers of current services and information from service evaluations and health needs assessments informed the development of service specifications to commission and procure appropriate adults, children and young people weight management services.</p> <p>Parents have also had the opportunity through the National Child Measurement Programme to feedback and give their views on the support they require around healthy weight and lifestyle.</p> <p>In addition, a survey was distributed to parents and young people attending the disabilities summer activity programme as well as a workshop with key stakeholders to identify the needs of children with disabilities.</p>	

Partnership Working	<p>All relevant partners have been involved in the decision to commission child and adult weight management services.</p> <p>The commissioner has worked closely with current weight management providers to improve and develop their services and improve partnership working.</p>
Performance Indicators	<p>Successful providers will produce and submit quarterly reports for monitoring and performance measures.</p> <p>Adult mean body mass index (BMI) reduction at 12 weeks</p> <p>Number of children and young people who have maintained or reduced their BMI at 12 weeks.</p> <p>Effective partnership working and management of risks.</p> <p>Effective project and financial management.</p>
<p>Do you agree that this document can be published on the website? <i>(If not, please note that it may still be subject to disclosure under Freedom of Information - Freedom of Information Exemptions)</i></p>	✓

This section gives details not only of where the actual paper has previously been submitted and what the outcome was but also of its development path i.e. other papers that are directly related to the current paper under discussion.

Report History/Development Path				
Report Name	Reference	Submitted to	Date	Brief Summary of Outcome
Weight Management Services for Children and Adult Commissioning Proposal	PEC10/11 237	Professional Executive Committee	14 December 2010	Approval given to commission and procure children, young people and adult weight management services from April 2011 – March 2013 based on the agreed service specifications and care pathways.
Increasing capacity in overweight and obesity services	PEC07-08/091	Professional Executive Committee	18 December 2007	Approval to increase capacity in the provision of overweight and obesity services to the Wirral population.

NHS Wirral

Weight Management services for adults, children and young people – Recommendations from Tender Assessment Panel to award contracts

Introduction

1. This paper provides a summary of the invitation and assessment process for the above services. It describes the outcomes of assessments and recommends award of contracts to preferred service providers scoring highest in the evaluation process.
2. On 14 December 2010, a detailed report together with service specifications and referral pathway based on evidence and needs identified to commission Weight Management services was presented to and approved by the Professional Executive Committee (PEC). Following the PEC approval, the tender process began with a call for Expressions of Interest to deliver the following Weight Management services over two years from May 2011 to 31 March 2013:
 - 300 referrals per year - children aged 5 to 11 yrs old
 - 300 referrals per year - young people aged 11 to 19 yrs old (25 yrs old with disabilities)
 - 1000 referrals per year - adults aged 18 yrs old and above.
3. A tender process would provide the following advantages:
 - Enhance service options
 - Test the market.
 - Demonstration of Value for Money
 - Opportunities for innovation
 - Fully auditable process
4. An open and transparent tender process was led by the Head of Health and Wellbeing, Public Health (Children and Young People) and was managed by the Commissioning Manager, Public Health (Children and Young People) with support from Finance, Health Specialists and Programme Managers specialising in the Obesity programme. During this time, the Commissioning Manager also liaised closely with the central Procurement and Contracting Team.
5. The call for Expressions of Interests was advertised in the NHS Wirral and the NHS Supply2Health websites on 26 January 2011. Invitation to tender was also emailed to all relevant potential service providers. The call for Expressions of Interests was accompanied by comprehensive service specifications, NHS terms and conditions, evaluation criteria and schedule and timescale of the tendering process.
6. There were 23 organisations who expressed interest. On receipt of Expressions of Interest, service providers were asked to complete and submit a Pre-Qualification Questionnaire (PQQ) per organisation. This enabled the Commissioners to create a shortlist of potential providers by obtaining sufficient information to evaluate their suitability in terms of the following:
 - Technical knowledge and experience
 - Capability and capacity
 - Organisational and financial standing

To be short listed and invited to tender, the service provider had to complete the PQQ properly and thoroughly and provide supporting documents where appropriate and achieve pass marks in selected sections of the PQQ.

7. Following assessments of Pre-Qualification Questionnaires, the following numbers of organisations were short-listed and invited to submit a tender in the form of a Business Plan for each age group of interest.

- Five tenders for adults (18 yrs old and above)
- Six tenders for young people (11-19 or to 25 yrs old with disabilities)
- Three tenders for children (5 –11 yrs old)

8. Each tender was evaluated according to the following criteria:

- Finance / costs 30% weighting
- Quality and delivery 40% weighting
- Presentation and interview 30% weighting

To be short-listed and invited to attend the Presentation and interview stage, the service provider had to achieve a minimum 15% in Finance and 20% minimum in Quality and Delivery.

Table 1: Organisations who submitted PQQs and business plans

Name of organisation	PQQ (pass/fail)	Business plan (YES- achieved minimum scores required and invited to attend presentation and interview session; NO – failed to achieve minimum scores and not invited to attend presentation and interview stage)
Adults aged 18 yrs old and above)		
NHS Knowsley	Pass	YES
Slimming World	Pass	YES
Wirral Primary Care Trust (Pharmacy)	Pass	YES
Weight Watchers	Pass	NO- achieved minimum score for Quality and delivery but failed the Finance and Price as it was over the budget available for the programme, hence 0 score for the latter.
Wirral NHS Community Trust in partnership with Wirral Council	Pass	NO-achieved minimum score for Quality and delivery but incomplete Finance and Price Offer. Only submitted one year cost, not complied with terms of bid, hence 0 score for the latter.
Young people aged 11-19 (25 yrs old with disabilities)		
NHS Knowsley	Pass	YES
Weight Watchers in partnership with MEND Central	Pass	NO – Incomplete partnership details in bid.
MEND Central in partnership with Health It's a Way of Life (Specialist Sports College, Wirral) aged 11-16 yrs old only	Pass	YES
MEND Central in partnership	Pass	YES

Name of organisation	PQQ (pass/fail)	Business plan (YES- achieved minimum scores required and invited to attend presentation and interview session; NO – failed to achieve minimum scores and not invited to attend presentation and interview stage)
with Health It's a way of Life and All Fired up aged 11 to 19 (or 25 yrs old)		
All-Fired Up	Pass	YES
Wirral NHS Community Trust in partnership with Wirral council	Pass	NO- same reason as for adults proposal - see above
Children aged 5 -11 yrs old		
MEND Central in partnership with Health It's a Way of Life	Pass	YES
NHS Knowsley	Pass	YES
Wirral NHS Community Trust in partnership with Wirral Council	Pass	NO – same reason as for adults proposal

9. Following the evaluations of PQQs and business plans, the following organisations were invited to attend the final stage of the evaluation process, to include a Presentation and interview / discussion:

A. Adults (18 yrs old and above)

NHS Knowsley, Wirral Primary Care Trust (Pharmacy) and Slimming World

B. Young people (11 to 19 yrs old or to 25 yrs old with disabilities)

All-Fired Up, NHS Knowsley, MEND Central in partnership with Health It's a Way of Life (HIAWL), MEND Central in partnership with HIAWL and All- Fired Up.

C. Children (5 to 11 yrs old)

NHS Knowsley, MEND Central in partnership with HIAWL.

10. Quality, delivery, presentation and interview were scored using the following system:

Scoring system:

- 5 - Very High Standard with no reservations at all about acceptability
- 4 - High standard but just falls short of the above
- 3 - Good standard
- 2 - Generally of good standard with some reservations
- 1 - Basic compliance
- 0 - Fails to meet the minimum requirements

11. The Financial and Price Offer was scored based on the cost per referral and using a range of costs, for example the following ranges were used for adult submissions:

£	Score
50-75	5
76-100	4
100-125	3
126-150	2
151-175	1
Outside of budget or Incomplete bid	0

12. Overall, the total weighted score available was 100%.
13. The evaluators were:

Table 2: Children and young people (5 to 11 yrs old and 11 to 19 or to 25 yrs old with disabilities)

Anne Tattersall	Head of Health and Wellbeing, Children and Young People, Public Health, NHS Wirral	PQQ, Business plan and Interview panel
Deb Lowe	Health Improvement Specialist, Public Health, NHS Wirral	PQQ, Business plan and Interview panel
Sarah Panjwani	Specialist Registrar in Pediatrics (Community), Mersey Deanery	Business Plan and Interview panel
Teresa Williams	Commissioning Manager, Public Health, NHS Wirral	PQQ, Business Plan and interview panel
Barry Graham	Finance Officer, NHS Wirral	PQQ, Business Plan and also provided questions for panel to ask the service providers in his absence.
Hannah Smith	Research Officer, R & D Team, NHS Wirral	Business plan and Interview panel
Gareth Hill	Policy and Curriculum Lead - Lifestyle, Public Health, NHS Wirral	Business plan and Interview panel

Table 3: Adults (18 yrs old and above)

Anne Tattersall	Head of Health and Wellbeing, Children and Young People, Public Health, NHS Wirral	PQQ, Business plan and Interview panel
Deb Lowe	Health Improvement Specialist, Public Health, NHS Wirral	PQQ, Business plan and Interview panel
Teresa Williams	Commissioning Manager, Public Health, NHS Wirral	PQQ, Business Plan and interview panel
Barry Graham	Finance Officer, NHS Wirral	PQQ, Business Plan and also provided questions for panel to ask the service providers in his absence.
Hannah Smith	Research Officer, R & D Team, NHS Wirral	Business plan and Interview panel
Lindsey McGarrity-Dodd	Evidenced Based Manager, R & D Team, NHS Wirral	Business plan

14. Summary of evaluation and scoring results:

Table 4: Adults (18 yrs old and above)

Name of organisation	Total Cost over 2 years and cost per referral (£)	Finance (Weighted score)	Quality and delivery – adherence to service specification (weighted score)	Presentatio n (weighted score)	TOTAL (weighted score)	Rank
NHS Knowsley	£161,007 £81/referral (2000 referrals)	24	40	30	94	1
Slimming World	£113,740 £57/referral (2000 referrals)	30	33.2	27.3	90.5	2
Wirral Primary Care Trust (Pharmacy)	£74,520 £93/referral (800 referrals)	24	36	23.4	83.4	3

Table 5: Young people (11 to 19 yrs old or to 25 yrs old with disabilities)

Name of organisation	Total Cost over 2 years and cost per referral (£)	Finance (Weighted score)	Quality and delivery – adherence to service specification (weighted score)	Presentatio n (weighted score)	TOTAL (weighted score)	Rank
MEND Central in partnership with HIAWL and All- Fired Up	£189,975 £317/referral (600 referrals)	18	40	30	88	1
MEND Central in partnership with HIAWL (for 11 -16 yrs only)	£102,975 £327/referral (315 referrals)	18	40	29.4	87.4	2
NHS Knowsley	£221,138 £369/referral (600 referrals)	18	33.6	28.2	79.8	3
All-Fired Up	£99,568 £173/referral (576 referrals)	30	22.8	21	73.8	4

Table 6: Children (5 –11 yrs old)

Name of organisation	Total Cost over 2 years and cost per referral (£)	Finance (Weighted score)	Quality and delivery – adherence to service specification (weighted score)	Presentati on (weighted score)	TOTAL (weighted score)	Rank
MEND Central in partnership with HIAWL	£189,925 £317/referral (600 referrals)	30	40	30	100	1
NHS Knowsley	£221,138 £369/referral (600 referrals)	18	33.6	28.8	80.4	2

15. The panel debated in some length the proposals and presentations from providers. The discussion addressed the ability of providers to deliver innovative, value for money and high standard services within sound governance. The discussion took into account the providers interviews and their tender submissions. The scoring of the quality section took into account the fact that providers were offering varying levels of intervention and the organisations that scored higher in this section were the ones that could evidence greater adherence to the service specification.

16. NHS Knowsley through their Knowsley Integrated Provider Services (KIPS) proposed to deliver MEASURE UP weight management service for overweight adults in Wirral with BMI 25-<34.9kg/m². Their proposal scored the highest through the process described above for the following reasons:
 - NHS Knowsley is an award winning service with years of demonstrable achievement and success. They delivered a good presentation and demonstrated a clear understanding of what was needed to deliver an effective service and outcomes expected including justification for the service model proposed, additionality, innovation and value for money
 - The family approach, the structured programme offering choice of group and 1:1 support and adherence to service specification was scored highly by the evaluators. The service also proposed to link and work closely with existing Wirral community programme activities
 - The service offers an intensive first stage programme covering topics including the core themes of behaviour, diet and physical activity, providing 12 week group based programmes or 1:1 support. The service also offers ongoing support through a defined maintenance period, consisting of 3 one to one review appointments for up to 12 months.
 - The panel considered the risk that evidence based on success in one geographic area, may not necessarily be replicable in Wirral. However, the evaluators felt that the management and partnership structure, service model and marketing activities proposed by NHS Knowsley mitigate this risk.
 - The provider carried out a scoping exercise of the local area in advance of the interview stage to identify potential and suitable venues to deliver the service. The evaluators accepted that a 3 month development stage may be necessary to firm up arrangements to secure venues and facilities in the heart of local communities with full access to public transport networks. The service provider identified this as a risk and provided high standard mitigating actions.

17. NHS Wirral will continue to commission the Community NHS Trust to deliver the Lifestyle Weight Management Service (LWMS) to adults with a BMI >35 and overweight children and coordinate the adult central referral service. It is anticipated that the preferred provider selected through this tender process will work in partnership with the LWMS to ensure appropriate referrals through the approved adult healthy weight care pathway.
18. The proposal from Slimming World scored the second highest in the adult category. The remaining money available in the adult weight management budget could be used to purchase Slimming World vouchers in order to consider increasing patient choice (see Appendix 1). This will only be available for limited numbers and the majority of patients should be encouraged to take up the offer of services from Knowsley KIPS and LWMS.
19. MEND Central in partnership with Health It's a way of Life (Specialist Sports College in Wirral) and All-Fired Up (St Georges Medical Centre, Wallasey) bid to provide weight management services for the full age range 5–19 years and were selected as the preferred provider for the following reasons:
 - MEND demonstrated existing strong links with primary schools and partnership with School Sports Partnership
 - The Partnership with AFU was developed following feedback from external evaluation and offers greater choice for young people aged 13 years and above. The proposed model brings together the positive elements of the AFU service model (e.g. varied programme provided through Fire Stations and access to Heartbeat equipment) and the venues/equipment that are already available. Through partnership with MEND the negative aspects of AFU (e.g. insufficient data collection and ability to evidence sustained outcomes) would be enhanced by the MEND understanding of the need for rigorous data collection, monitoring and measuring.
 - The provider demonstrated an excellent evidence based service delivery model, with a strong commitment to research and evaluation and cost-effectiveness
 - The provider demonstrated innovation, for example. 'MEND graduates' to act as ambassadors for the programme.
 - Parents to attend all sessions but MEND also demonstrated a greater understanding of the complex issues that these parents have to deal with and need for older children to have greater independence through the programme
 - The provider gave evidence of their ability regarding comprehensive data collection at the initial assessment stage and follow up.
 - The MEND brand is well known and demonstrated the innovative use of tools such as MEND world (a safe environment personalised website available for families to access and manage their weight management programme).
 - Provision of central freephone and self-referral service will reduce the level of confusion for referrers. MEND head office will provide access to support, research and development, media and training

Recommendation

20. The Board is asked to approve the award of contracts to the following successful tenders:
 - NHS Knowsley to deliver weight management service to adults aged 18 yrs old and above. The 2 year contract from April 2011 to 31 March 2013 is for a total cost of **£161,007**.
 - MEND Central in partnership with Health It's a Way of Life (HIAWL) to deliver weight management service to children aged 5 to 11 yrs old.
 - MEND Central in partnership with HIAWL and All-Fired Up to deliver weight management service to young people from aged 11 to 19 yrs old (up to 25 yrs old with disabilities).

The 2 years MEND partnership contract for weight management services for children and young people aged 5 to 19 yrs old (up to 25 yrs old with disabilities) from April 2011 to 31

March 2013 is for a total cost of £379,900 less discount of £9,400 for economies of scale giving a programme cost of **£370,500**.

The Board is asked to consider approval of the remaining adult obesity budget to purchase Slimming World vouchers in order to offer increased patient choice.

Fiona Johnstone

Director of Public Health

Anne Tattersall

Head of Health and Wellbeing, Children and Young People

Teresa Williams

Commissioning Manager, Children and Young People

Weight Management Strategic Commissioning Plan Budgets 2011/2013

Programme	2011/2012 Budget	2012/2013 Budget	Total
Children and young people weight management service			
Childrens Mgt Programme	189,950	189,950	379,900
Enhancement to Childrens Programmes	39,363	39,363	78,726
Coaching Hrs	24,000	24,000	48,000
Lifestyle and Weight Management Service	45,000	45,000	90,000
Total	298,313	298,313	596,626
Increase market / providers for weight management			
Adult Weight Mgt Programme	80,500	80,500	161,000
Pregnancy pathway with Dietetics	40,000	40,000	80,000
Residual Funding	9,500	9,500	19,000
Total	130,000	130,000	260,000
Total	428,313	428,313	856,626

Equality Impact Assessment Template

Section 1: Your details

(1.1) Department: **Public Health**

(1.2) Division: **Health and Wellbeing (Children and Young People)**

(1.3) Assessment Lead: **Teresa Williams, Commissioning Manager, Health and Wellbeing (Children and Young People)**

(1.4) Telephone: **0151 514 2214**

(1.5) Email: teresa.williams@wirral.nhs.uk

(1.6) Who else will be involved in the process? (see guidance note 1)

Anne Tattersall, Head of Health and Wellbeing (Children and Young People)
Deb Lowe, Health Improvement Specialist, Health and Wellbeing (Children and Young People)

(1.7) Please sign & date this form ... **Teresa Williams** (signed) **29.03.11** (date)

Guidance Note 1:

For Initial EIA's it is best practice to involve the service / function manager, equality and diversity lead(s) and relevant frontline staff.

For Full EIA's it is best practice to involve the service / function manager, equality and diversity lead(s), relevant frontline staff, customers, appropriate external agencies, and the voluntary and community sector.

Section 2: What is to be assessed?

(2.1) Name of service / function / project / strategy / policy to be assessed (see guidance note 2)

Weight Management Service for adults, children and young people

(2.2) Is this a new or existing service / function / project / strategy / policy? (please state)

Existing service

(2.3) Has it been assessed before and if so please attach the existing assessment.

Yes

Guidance Note 2:

Service = your department / service area and its employees

Functions = your department / service area's activities

Projects = your department / service area's work programmes

Strategy = a plan of action intended to accomplish a specific goal

Policy = a plan of action to influence and determine decisions, actions and other matters

Procedure = a series of steps taken to implement a policy

Section 3: Let's do the Initial Equality Impact Assessment (Screening)

3.1 Could a particular group of people be affected differently in either a negative or positive way by the service / function / project / strategy / policy?

Equality Group	Positive Impact (benefits) Please number each one	Negative Impact (disadvantage) or potential negative impact Please number each one and provide evidence	Please rate each negative impact 'low', 'medium' or 'high' See guidance note 3
Disabled People	This service is accessible to this target group.		
Lesbian, Gay & Bisexual People	This service is accessible to this target group.		
Women	This service is accessible to this target group.		
Men	This service is accessible to this target group.		
Transgendered People	This service is accessible to this target group.		
Black & Racial Minority People (please state which group)	This service is accessible to this target group.		
Older People (60+)	This service is accessible to this target group.		
Younger People (11-19) and Children Please state male or female	This service is accessible to this target group.		
Religious / Faith Groups	This service is accessible to this target group.		
Deprived Groups	This service is accessible to this target group.		

If you have rated any negative impact(s) as 'High' please go straight to Section 4 to complete a full assessment.

If you have rated any negative impact as 'Low' or 'Medium please complete the rest of this section on pages 9 and 10.

Guidance Note 3: How to assess negative impacts

Low = It is not discriminatory according to current legislation. However, it might not be seen as being in line with best practice.

Medium = It is not discriminatory according to current legislation. However, it is not in line with the Trust or Department Equality Policy and/or Strategy and requires attention

High = It is discriminatory according to current anti-discrimination legislation (i.e. it is unlawful), and therefore requires immediate action.

3.2 Please list below any actions that you plan to take as a result of any negative impact**3.3 Could you improve the positive impact(s)? Please explain how**

3.3.1 Ensure that the services deliver on agreed Key Quality and Performance Indicators by regular contract and performance monitoring of the service.

3.3.2 To ensure that service providers carry out Service User / Client Satisfaction Survey to collect service users experiences of services. This information will inform future planning, improvement and any elements of re-design of Child and Adult Weight Management Service.

3.3.3 To ensure that Service Provider /s effectively promote the service.

3.4 If you have identified no negative impact, then please explain how you reached that decision and provide reference to evidence (for example reviews undertaken, surveys, feedback, patient data verified etc)

3.4.1 No negative impact identified because the service is accessible to all target groups.

3.4.2 Evidence from current adult weight management services show that both men and women access the service.

3.4.3 Recent evaluation of the current services found that those children and families who have accessed child weight management services had, in general, reduced their BMI and increased their levels of activity.

Thank you for completing the initial assessment (please email a copy of this report to E&Dsupport@wirral.nhs.uk)

Please note that the lead assessment person is responsible for ensuring the above actions are incorporated into your departmental plan or organisation-wide plans.