

**Manchester City Council
Report for Information**

Report to: Manchester Health and Wellbeing Board

Subject: Progress on Establishing HealthWatch

Report of: Liz Bruce, Strategic Director, Adults, Health and Wellbeing

Purpose of report

To provide an update on the development of the HealthWatch Manchester function. This report comprises of three elements:

- (1) Feedback on the outcome of the public consultation (2 July - 24 September 2012).
- (2) Progression of the HealthWatch Manchester specification and procurement exercise.
- (3) The collaborative project approach across AGMA to put in place the ICAS service. This covers the statutory elements of information, advice and advocacy on a City region footprint.

Recommendations:

That the Board notes the content of the report and the direction of travel and requests an update in March 2013 after the conclusion of the procurement exercise. It is anticipated that the Chair of HealthWatch Manchester will be established and appointed to the Health and Wellbeing Board by March 2013.

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1. Background

- 1.1 The Health and Social Care Act 2012 established HealthWatch England, a national body which will be part of the Care Quality Commission and Local HealthWatch, to replace Local Involvement Networks (LINKs) to be the local consumer champion for patients, customers and the public.
- 1.2 The Act imposes a duty on local authorities to contract with a local HealthWatch organisation for the involvement of local people in the commissioning, provision and scrutiny of health and social care services. In addition, local HealthWatch will have a duty to provide information about health and social care services and for establishing a local health complaints and advocacy service.

2. Introduction

- 2.1 NHS Manchester, Public Health and the Directorate for Adults, Health and Wellbeing established a task and finish group comprising of organisations within Manchester who are involved in engagement. The group co-produced the design of a 12 week public consultation exercise to take account of the views of Manchester residents.
- 2.2 The outcome of the public consultation has helped inform the specification for HealthWatch Manchester, along with feedback from attendees at the 'soft market testing' event held in September 2012 and the best practice guidance provided by the North West Transition Alliance (an organisation engaged by the Department of Health to support HealthWatch implementation).
- 2.3 The proposal that the selection of the HealthWatch Manchester organisation would be by way of a competitive tender was ratified by the Shadow Health & Wellbeing Board meeting on 4 July 2012.
- 2.4 Further exploration of the statutory functions of HealthWatch Manchester has led to the decision to split out the functions of the prospective organisation into two separate contractual arrangements to cover the strategic and delivery arms.
- 2.5 The competitive tender will cover the strategic arm of HealthWatch Manchester and will specifically focus on the involvement of local people in the commissioning, provision and scrutiny of health and social care services. This will allow the social enterprise to be effectively constituted, governance structures to be established and a representative to be in place to attend the Health & Wellbeing Board prior to 1 April 2013.
- 2.6 Following discussion across the Greater Manchester ADASS group representing Strategic Directors for Adults, a collaborative AGMA Project has commenced to separately cover the complaints and advocacy service known as ICAS (Independent Complaints Advocacy Service). The rationale for this collaborative approach is to ensure a seamless transfer for customers currently in receipt of complex services from ICAS, thereby enabling local authorities to better understand services previously the exclusive domain of the NHS. The interim approach of a one year contract with the existing provider, The Carers

Federation, should also realise efficiencies prior to a formal procurement exercise being conducted.

3. HealthWatch Consultation

3.1 The 12 week public consultation exercise to take account of the views of residents on the proposed HealthWatch Manchester took place from 2 July 2012 to the 24 September 2012.

3.2 The Task and Finish Working Group contracted seven organisations to consult as inclusively as possible, in addition to direct activity from the Council. The organisations engaged were:

- (i) The Alzheimer's Society,
- (ii) The BME Network,
- (iii) The Black Health Agency,
- (iv) Breakthrough Trust,
- (v) Carers Forum,
- (vi) The Lesbian and Gay Foundation and
- (vii) Manchester Learning Disability Partnership

3.3 An online questionnaire was publicised through Adult's, Children's, Health and Corporate customer engagement channels, and on the Council's Twitter and Facebook pages. A Council press release for residents and a staff broadcast invited employees to participate. A large print version of the questionnaire was agreed as the hard copy to be completed where an online questionnaire was not appropriate or accessible to people. The questionnaire was also available in other formats on request.

3.4 The seven contracted organisations consulted via their customer focus groups, bespoke sessions, drop in sessions, through newsletters and their other communication sessions, supporting people to complete questionnaires at events. This ensured that the Council consulted with specific stakeholder groups, people with dementia, black and minority ethnic people, people with disabilities, carers and their families and friends, lesbian, gay and bisexual people, and people with learning disabilities.

3.5 In addition, presentations were given on request by Adults, Health and Wellbeing to groups such as commissioned providers and our Council customer partnership and customer engagement groups. The consultation was publicised at local events such as the Big Day Out in Wythenshawe, where older people are invited monthly to participate in networking and learning activities. Staff also went out for two days with the AGMA benefits bus when it came to Longsight and Hulme supermarkets, talked to residents about the consultation and distributed flyers inviting them to participate by giving their views via the questionnaire.

3.6 At the close of consultation a total of 677 people had completed the online questionnaires. Feedback also came back in combined report form about people's views from the events and sessions, from the seven organisations.

3.7 Most commonly shared points from focus group reports that have been reflected within the HealthWatch Manchester service specification were:

- (i) People would look for information on health and social care from their GP or rely on their family and friends for this.
- (ii) People would welcome more meetings in community settings they were comfortable with attending to get information about services or raise concerns.
- (iii) People felt success for HealthWatch would depend on a high public profile, increased customer involvement and clear evidence of early success in making a difference.

3.8 A number of people provided their contact details during the consultation with regard to volunteering or participating in future HealthWatch Manchester activity. Officers have contacted 43 respondents by telephone to confirm their interest and to verify that they are happy for their details to be shared with the future organisation.

4. HealthWatch Specification and Procurement Exercise

4.1 The budget for HealthWatch Manchester is £80,000. The successful organisation will be awarded a three year contract with the view for an optional further extension of two years.

4.2 The core funding of £80,000 is from the Council based on identified available budget. To date, the Department of Health has not clarified the exact level of central government contribution towards the funding for HealthWatch Manchester. Therefore, should the Council make assumptions of available additional budget for HealthWatch Manchester prior to the tender that do not then materialise, then this possess significant financial risks to the Council. The Council recognises that this is a small budget in comparison to other core cities and that this may be a barrier for some potential bidders, though we believe that the expectations within the service specification are realistic based on the level of available funding.

4.3 The service specification for HealthWatch Manchester states that the Council is looking for a social enterprise with a one-tier governance structure with the organisation "owned" and controlled by an independently appointed Board of Directors for the local HealthWatch delivery. The corporate body's constitution or articles of association should enshrine a explicit role for a wider HealthWatch Manchester Network in shaping the work programme of the organisation. The Board of the organisation would therefore be held accountable through its contract with the Council; through its formal relationship with the HealthWatch Manchester Network and to the public through its published service standards.

4.4 HealthWatch Manchester will have six primary functions detailed in the specification:

- (i) Gathering views and understanding the experiences of people who use services, carers and the wider community including their priorities for service improvement.
 - (ii) Making people's views known and helping to inform relevant decision-making bodies.
 - (iii) Promoting and supporting the involvement of people in the commissioning and provision of local care services with scope for meaningful feedback.
 - (iv) Providing advice and information about access to services and support for making informed choices.
 - (v) Making the views and experiences of people known to HealthWatch England and providing a steer to help it carry out its role as national champion.
 - (vii) Recommending investigation or special review of services via HealthWatch England (HWE) or directly to the Care Quality Commission (CQC).
- 4.5 The procurement process for the selection of the HealthWatch Manchester provider commenced on 5 November 2012 by way of an open competitive tender. The exercise is scheduled to be concluded by December 2012 with contract award taking place in January 2013.

5. ICAS Service – AGMA Collaborative Project

- 5.1 Under S.248(1) of the National Health Service Act 2006 the Secretary of State for Health has a statutory duty to provide an advocacy service in respect of NHS complaint procedures administered by PCTs, Health Trusts and the Health Service Ombudsman. Currently the Department of Health commissions and manages the ICAS Contract on behalf of the Secretary of State.
- 5.2 ICAS is a patient centred confidential service, delivering support ranging from provision of self-help information, through to the assignment of dedicated advocates to assist individuals with letter writing, form filling and attendance at meetings. ICAS aims to ensure complainants have access to the support they need to articulate their concerns and navigate the complaints system.
- 5.3 Under the Health & Social Care Act 2012, ICAS commissioning responsibility transfers to the local authority from 1 April 2013 alongside responsibility for commissioning Healthwatch, however they are demarcated functions. Guidance makes it clear that a local authority may choose to contract ICAS with the local Healthwatch organisation or may contract the service independently, in which case Healthwatch will signpost complainants as required.
- 5.4 ICAS is currently provided through a national contractual arrangement with three organisations. The Carers Federation currently hold the contract for the Northern Region.

- 5.5 A collaborative AGMA Project has commenced to cover the ICAS service by putting in place an interim arrangement with The Carers Federation on a regional footprint. The work is being led by Manchester City Council on behalf of nine Greater Manchester authorities along with Blackburn with Darwen Council. Stockport Council has opted out of the Project.
- 5.6 This will involve the award of a short term contract (one year with an option for a further year extension) being put in place for 1 April 2013 with the existing ICAS service provided by The Carers Federation. This activity will be conducted under the Tender Waiver process for each participating authority.
- 5.7 The AGMA Project has worked with the Carers Federation in identifying significant efficiencies from the original Department of Health contract. This will enable realised benefits to be apportioned accordingly across the participating local authorities as cashable savings.
- 5.8 A shared element of some of the realised efficiencies from all participating authorities will also be utilised to fund a temporary 12 month AGMA Review Officer role costing circa £5,000 per authority. This Officer, who will be based within Manchester City Council, will monitor the ICAS contract across all relevant local authority areas. They will also analyse and map the quality of all available complaints and advocacy services across Greater Manchester with a view to devising a regional strategy for further collaboration/efficiency in this area which is ultimately broader than just the ICAS service.

6. Next Steps

- 6.1 The following activity will need to be concluded in order to deliver HealthWatch Manchester and the ICAS service across AGMA prior to the 1 April 2013 deadline:
- (i) HealthWatch Manchester tender evaluation, evaluation interviews and contract award – *November/December 2012.*
 - (ii) Price negotiations concluded with the Carers Federation for the ICAS service and efficiencies identified – *November 2012.*
 - (iii) Tender Waiver for ICAS submitted by all participating AGMA authorities – *December 2012.*
 - (iv) Service specification and contract terms agreed for ICAS by all participating AGMA authorities – *January 2013.*
 - (v) Appointment of ICAS Review Officer to monitor the contract and quality review advice and advocacy services across the AGMA region. This one year placement role will be funded from realised efficiencies from the ICAS contract – *February 2013.*
 - (vi) Commencement of HealthWatch Manchester – *March 2013.*

(vii) Commencement of ICAS service – *April 2013*.

7. Recommendation

7.1 That the Board notes the content of the report and the direction of travel and request an update in March 2013 after the conclusion of the procurement exercise. It is anticipated that the Chair of HealthWatch Manchester will be established and appointed to the Health and Wellbeing Board by March 2013.