

## LONDON BOROUGH OF HAMMERSMITH & FULHAM

**Report to:** Councillor Ben Coleman, Deputy Leader

**Date:** 30/01/2023

**Subject:** Award of Hammersmith & Fulham Council's Integrated Substance Misuse Service contract

**Report author:** Dr Nicola Lang, Director of Public Health  
Craig Holden, Senior Lead, Adult Public Health

**Responsible Director:** Lisa Redfern, Strategic Director of Social Care

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### SUMMARY

This report seeks approval to award the Integrated Substance Misuse Service contract to **Turning Point** to commence on 1 April 2023 following a robust procurement process.

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### RECOMMENDATIONS

That the Deputy Leader:

1. Approves the award of a contract to Turning Point for the delivery of an integrated substance misuse service (to include drugs, alcohol and smoking cessation), for an initial three-year period from 1st April 2023 to 31<sup>st</sup> March 2026. This will include the option to extend for a further two periods of two years (up to seven years in total). The value of the initial three-year term is £8,775,000.
2. Notes that Appendix 1 is not for publication on the basis that it contains information relating to the financial or business affairs of any particular person (including the authority holding that information) as set out in paragraph 3 of Schedule 12A of the Local Government Act 1972 (as amended).

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**Wards Affected:** All

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<b>Our Values</b>	<b>Summary of how this report aligns to the H&amp;F Values</b>
Building shared prosperity	This is a medical service for the treatment and recovery of residents with substance misuse issues and addictions. The treatment element is run by expert psychiatrists and nurses, working alongside psychologists and support staff. As individuals recover from their addiction or problem use, they improve their health, increase their ability to access education, training, and employment, sustain appropriate housing, commit fewer crimes (for those who are offending) and improve relationships, often reconnecting with their families and gain positive social networks. The service aims are to reduce health inequalities as the residents with substance misuse problems are amongst the most marginalised in the borough.
Creating a compassionate council	Supporting residents to recover demonstrates compassion offering a chance at a lifestyle change for those who misuse substances
Doing things with local residents, not to them	Re-commissioning was co-produced with our substance misuse user groups. The provision of peer led work will be embedded in the contract specifications. A service user was included on the evaluation panel
Being ruthlessly financially efficient	Substance misuse recovery promotes our residents' wider wellbeing which reduces costs to other service areas.
Taking pride in H&F	Maintaining and supporting high quality services for our residents. Enabling positive health outcomes for all our residents via universal and targeted specialist services.
Rising to the challenge of the climate and ecological emergency	Providers will be expected to commit to environmental outcomes as part of their social value offer. Services are local and residents often walk to or take public transport to appointments.

## **Financial Impact**

The recommendation in paragraph one above to award Turning Point a contract for the provision of an Integrated Substance Misuse Service with effect from 1<sup>st</sup> April 2023 will cost £2,925,000 per year, funded from the annual Public Health grant from the Department of Health and Social Care. This new integrated contract price incorporates a saving on the existing service of £50,000 with no reduction in service quality.

Name: Cheryl Anglin-Thompson, Principal Accountant, Email: [cheryl.anglin-thompson@lbhf.gov.uk](mailto:cheryl.anglin-thompson@lbhf.gov.uk)

Verified by Prakash Daryanani Head of Finance, Head of Finance, Telephone: 07795127329, Email: [prakash.daryanani@lbhf.gov.uk](mailto:prakash.daryanani@lbhf.gov.uk) on 19<sup>th</sup> January 2023.

Verified by Sukvinder Kalsi, Director of Finance, [Sukvinder.Kalsi@lbhf.gov.uk](mailto:Sukvinder.Kalsi@lbhf.gov.uk) on 20<sup>th</sup> January 2023.

## Legal Implications

The Public Contracts Regulations 2015 (PCRs) apply to this contract and also the Council's Contract Standing Orders (CSOs) for High Value Contracts will apply.

This procurement was run as an open tender and advertised on the Find a Tender service plus Contracts Finder. Two bids were received which were evaluated by a panel from Public Health and Social Care Commissioning, H&F's Community Safety Unit and Procurement Dept (supplier qualification and commercial evaluation plus tender moderation), also a representative from the service user group and a Consultant Psychologist from West London Health Trust.

The full scores are provided in Appendix 1.

The procurement was run in compliance with the PCRs and CSOs.

As a High Value Contract the appropriate decision maker for the contract award is the relevant Cabinet Member (CSO 21.1).

The award of this contract is a Key Decision (see Article 12 of the Constitution) and must be submitted to Committee Services for publication on the Council's website. The award decision cannot be implemented without the expiry of the call-in period for that decision as shown on the website and expiry of the Standstill Period (CSO 21.7).

*Joginder Bola, Senior Solicitor (Contracts & Procurement), 16.01.2023*

## Background Papers Used in Preparing This Report

None.

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## DETAILED ANALYSIS

### Proposals and Analysis of Options

1. Do Nothing – Not possible. This would mean that when the current contracts expire, the service would cease to exist. This is a statutory service and is funded via ringfenced Public Health Grant funding.
2. Award a 3+2+2 contract to Turning Point for the delivery of an integrated substance misuse service to residents of Hammersmith & Fulham – **Recommended**. This will ensure vital and long-term support for those seeking help with their substance misuse, or support to maintain abstinence.
3. Re-tender the contract – Not recommended. While only 2 bids were received, both bids were strong and within budget. There was additional interest from other providers who declined to bid, but in order to allow them a further chance to tender for the service, we would require a non-compliant extension of the current contract.

## Reasons for Decision

4. An open procurement for these services has allowed the Council to stipulate the requirements for the new services as co-produced with residents, whilst achieving value for money via a competitive tender process within an established pool of providers.
5. Submissions were evaluated against a criterion of 70% quality (including 10% Social Value) and 30% price. Turning Point ranked highest when the weighted scores for Technical and Commercial were combined, therefore offering the Most Economically Advantageous Tender while meeting the identified needs for the service and its users. No mechanism for inflation was included as part of the new contract, and suppliers were asked to provide a set price with no option to increase over the life of the contract.
6. The social value commitments for the successful tender set out various areas of social value delivery but mainly focused on the development of local staffing and the development of apprentices and students, highlighting the provider's knowledge of the need to grow a local workforce. The social value response also included training, upskilling and working with care leavers.
7. The following indicative timetable details a summary of the proposed implementation plan for the service. The plan and timescales will be confirmed with the provider once the standstill period ends and the contract is awarded.

### Implementation Timetable (Summary)

Action	Timeline
Standstill letter dispatched by LA Project implementation team established Review/agree risk log and budget Monthly reporting to Operating Board/Implementation and Transformation Board commences	January '23  February '23
Set up Partnership Board with delivery partners (subcontracts), establish terms of reference, meeting schedule Agree main contract Agree subcontracts and SLAs Schedule sub-contract performance meetings	February '23  March '23
Work with outgoing providers to obtain service user consent to data transfer Data transfer Review data reporting requirements and agree template for reporting with commissioners	Up to March 31 <sup>st</sup> 2023

## **Equality Implications**

8. There are no anticipated negative implications for groups with protected characteristics, under the Equality Act 2010, by the approval of the award outlined in this report. An equalities impact assessment was completed as part of the procurement strategy and has been reviewed and updated to support this contract award (see Appendix 2).

*Implications completed by Craig Holden, Snr Lead Adult Public Health, 17<sup>th</sup> Jan, 2023.*

## **Risk Management Implications**

9. The report recommends awarding a contract following competitive process, which is in accordance with the Council's approach in Being Ruthlessly Financially Efficient. Services delivered through these contracts will be carried out in accordance with HM Government, Health and Safety Executive, and Service Specific Covid safe operating guidance and any applicable regulations.

*Implications completed by: David Hughes - Director of Audit, Fraud, Risk and Insurance, 14 January 2023*

## **Climate and Ecological Emergency Implications**

10. The provider will need to demonstrate organisational policies that reflect their organisational commitment to responding to the climate emergency. In addition, the provider will be expected to commit to environmental outcomes as part of its social value offer.
11. There will also be an opportunity to retain some newer ways of delivering this service as a result of COVID-19; for instance, less travel of staff due to the delivery of some appointments virtually.

*Implications verified by: Hinesh Mehta - Strategic Lead – Climate Emergency. Tel: 07960 470125, 13<sup>th</sup> January 2023*

## **Local Economy and Social Value**

12. Social Value contributions should be considered in any contract let with a price over £100,000. The substance misuse contracts have delivered social value, with innovations in hiring ex-users, encouraging clients into adult education, and creating a bespoke programme for offenders. Although there has not been formal reporting on social value in relation to the previous contract, this will be rectified going forward for the new contract.

*Implications completed by: Andrew Munk, Assistant Director Economic Development, 25 January 2023*

## **Consultation**

13. The service specification was developed following extensive consultation with service users and stakeholders including West London Mental Health Trust. A service user with lived experience reviewed the specification and was a member of the evaluation panel. In addition, external partners linked to community safety and criminal justice were key to establishing the new service. Use was also made of various statutory and other best practice guidance including evidence from several local authorities.

## **Digital Services and Information Management Implications**

14. No IT implications are considered to arise from the proposal in this report.

IM implications: The service will need to complete a Data Privacy Impact Assessment to ensure all potential data protection risks resulting from this new contract are properly assessed with mitigating actions agreed and implemented. Turning Point will be expected to have a Data Protection policy in place and staff will be expected to have received Data Protection training.

The new contract with Turning Point will need to include H&F's data protection and processing schedule which is compliant with the UK Data Protection law.

*Implications completed by: Karen Barry, Strategic Relationship Manager, IT Services, Tel : 0208 753 3481 Jan 17, 2023*

## **Property Implications**

15. Turning Point Limited has been delivering this service at this building under a contractual lease commencing since 2016. The lease for this building expired on 31st March 2021 and was subsequently extended for another One year and Nine months at a rent of £45,000 per annum, expiring 31st March 2023 pending conclusion of the current tendering process.
16. The Council's Property Services will continue to work in collaboration with the successful service provider in negotiating new term of lease consistent with the above service contract on full repairing and insuring basis at current market value of £45,000 per annum reviewable annually in line with Retail Price Index in conformance with new service contract. It is hoped that the new service provider will put adequate financial measures in place to absorb any potential rental increase on account future annual rent reviews during the duration of the lease term.

*Implications verified/completed by: Ade Sule, Senior Valuer (0208-7532831) on 17<sup>th</sup> January 2023.*

## **LIST OF APPENDICES**

Exempt Appendix 1  
Appendix 2 - H&F Equality Impact Analysis Tool

# APPENDIX 2 - H&F Equality Impact Analysis Tool



## CONDUCTING AN EQUALITY IMPACT ANALYSIS

An EIA is an improvement process which helps to determine whether our policies, practices, or new proposals will impact on, or affect different groups or communities. It enables officers to assess whether the impacts are positive, negative, or unlikely to have a significant impact on each of the protected characteristic groups.

The tool is informed by the [public sector equality duty](#) which came into force in April 2011. The duty highlights three areas in which public bodies must show compliance. It states that a public authority must, in the exercise of its functions, have due regard to the need to:

- 1. Eliminate discrimination, harassment, victimisation, and any other conduct that is prohibited under the Equality Act 2010**
- 2. Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it**
- 3. Foster good relations between persons who share a relevant protected characteristic and persons who do not share it**

Whilst working on your Equality Impact Assessment, you must analyse your proposal against these three tenets.

## GENERAL POINTS

1. In the case of matters such as service closures or reductions, considerable thought will need to be given to any potential equality impacts. Case law has established that due regard cannot be demonstrated after the decision has been taken. Your EIA should be considered at the outset and throughout the development of your proposal, it should demonstrably inform the decision, and be made available when the decision is recommended.
2. Wherever appropriate, the outcome of the EIA should be summarised in the Cabinet/Cabinet Member report and equalities issues dealt with and cross referenced as appropriate within the report.
3. Equalities duties are fertile ground for litigation and a failure to deal with them properly can result in considerable delay, expense, and reputational damage.

4. Where dealing with obvious equalities issues e.g. changing services to disabled people/children, take care not to lose sight of other less obvious issues for other protected groups.
5. If you already know that your decision is likely to be of high relevance to equality and/or be of high public interest, you should contact the Strategy & Communities team for support.

Further advice and guidance can be accessed online and on the intranet:

<https://www.gov.uk/government/publications/public-sector-equality-duty>

<https://officesharedservice.sharepoint.com/sites/Governance/SitePages/Reports.aspx>

### H&F Equality Impact Analysis Tool

Overall Information	Details of Full Equality Impact Analysis
Financial Year and Quarter	2022-23 Q4



<b>Name and details of policy, strategy, function, project, activity, or programme</b>	<p>Title of EIA: Recommissioning - Health and Wellbeing - Harm Reduction, Treatment and Prevention Services Procurement Strategy</p> <p>The council plans to recommission its substance misuse and sexual health services for young people and adults. The contracts will give provision for adults alcohol specific services, peer support, core drug and alcohol services, psycho-sexual services and young people’s health and wellbeing services covering substance misuse and psychosexual support with options for the inclusion of other health and wellbeing support.</p> <p>The Procurement Strategy sets out the intention to tender the delivery of:</p> <ul style="list-style-type: none"> <li>• an integrated adults’ substance misuse service.</li> <li>• an integrated young peoples’ sexual health and substance misuse service</li> </ul> <p>It is proposed that the contracts will run for 5 years with options to extend for a further 2 years. Both contracts will commence on 1<sup>st</sup> April 2023.</p> <p><b>Note:</b> If your proposed strategy will require you to assess impact on staff, please consult your HR Relationship Manager.</p>
<b>Lead Officer</b>	<p>Name: Craig Holden  Position: Senior Lead  Email: craig.holden@lbhf.gov.uk  Telephone No: 07795127385</p>
<b>Date of completion of final EIA</b>	<p>18 / 01 / 23</p>

<b>Section 02</b>	<b>Scoping of Full EIA</b>
<b>Plan for completion</b>	<p>Timing:  Resources:</p>

**Analyse the impact of the policy, strategy, function, project, activity, or programme**

Analyse the impact of the policy on the protected characteristics (including where people / groups may appear in more than one protected characteristic). You should use this to determine whether the policy will have a positive, neutral, or negative impact on equality, giving due regard to relevance and proportionality.

**Protected characteristic**

**Analysis**

**Impact:**  
Positive,  
Negative,  
Neutral

	Age	<p><u>Children and young people:</u> Parental substance misuse is a factor in 29% of all serious case reviews and 27% of SCRs mention alcohol misuse.</p> <p>Pupil absence, NEET and first-time entrants into the Youth Justice system are negatively affected by young people's substance misuse issues.</p> <p>The proposed service model will respond to the needs of families through early identification and prevention work prior to reaching crisis. Specialists will work alongside family services and lead or contribute to joint needs assessments. The services will maintain a focus on hidden harm and prevention work with provision of bespoke training.</p> <p>Young people aged 15 to 24 years old experience the highest diagnosis rates of the most common STIs, likely due to higher rates of partner change. 61% (132,324 out of 218,095 cases) of chlamydia and 36% (20,453 out of 56,259 cases) of gonorrhoea diagnoses are among young people.</p> <p>The service model will ensure increased uptake of sexual health services by young people.</p> <p>International evidence is clear that comprehensive relationships and sex education (RSE) protects young people from STIs and unplanned pregnancy, as well as some of the behaviours that make them more at risk, including non-consensual sex. Young people who cite school as their main source of RSE were less likely to acquire an STI or experience an unplanned pregnancy. Work with high need local residents, particularly young people. Services will work with schools and linked partners around RSE training.</p>	Positive
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		<p><u>Older people</u></p> <p>The services have widened their remit to include those drug and alcohol misusers previously unidentified and unlikely to access more traditional drug and alcohol provision, this includes older people. The ‘why invest’ Public Health England evidence shows that investing in drug and alcohol services leads to a decrease in preventable illness and falls particularly in older people.</p>	
	Disability		Neutral
	Gender reassignment	The offer will include support and advice for sex workers. In Hammersmith and Fulham there is evidence of support needed for transgender sex workers.	Positive
	Marriage and Civil Partnership		Neutral
	Pregnancy and maternity	<p>Drinking alcohol can increase a risk of miscarriage and may result in a number of development issues in a child such as foetal alcohol syndrome (FAS)—the most severe example on the spectrum of foetal alcohol disorders. All foetal alcohol spectrum disorders involve negative consequences affecting a child’s physical, mental, and behavioural health.</p> <p>Maternal drug abuse can affect pregnancy outcomes as well as childhood health and development. Children born to women who used substances during pregnancy are at greater risk for prematurity, low birth weight, impaired physical growth and development, behavioural problems and learning disabilities.</p> <p>The services early intervention and prevention focus will have a positive impact on reducing incident and impact of drinking and substance misuse during pregnancy and breastfeeding.</p>	Positive

	Race	Black Asian and ethnic minority (BAME) groups – the proposed model will widen targeted work with alcohol misusers previously unidentified and unlikely to access more traditional drug and alcohol provision, this includes Black Asian and ethnic minority groups.	Positive
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	Religion/belief (including non-belief)		Neutral
	Sex	<p>Alcohol use increases incidences of heart disease, stroke, depression and anxiety, breast cancer in women. The services early intervention and prevention focus will have a positive impact on reducing incident and impact of drinking.</p> <p>Nationally men receiving treatment outnumber women in all categories. Around 38% of those receiving treatment for alcohol alone are women. In other categories they represent about a quarter of those receiving treatment. To avoid unintended consequences for women, such as male-dominated environments providers must be alert to their needs and to raised risks. Women with childcare responsibilities may not seek treatment without a suitable environment, or easy access to one for their children. A service model which includes satellite clinics, outreach working and home treatment will help to address these barriers.</p> <p>Sexual Health - Young women are more likely to be diagnosed with an STI than young men, partly due to greater uptake of chlamydia screening through the NCSP, as well as sexual mixing between younger women and older male partners. An integrated young peoples model will help to targeted vulnerable young people who engage in high risk behaviours.</p> <p>The is evidence that young men do not routinely engage with sexual health services and the offer will provide an outreach offer to young men.</p>	Positive

	Sexual Orientation	<p>There are barriers preventing people who are LGBT from getting help or staying in treatment, such as concern about disclosing their sexual orientation. Providers also need to know potential different patterns of use. The service offer will include a club drug clinic and targeted work to provide improved interventions for users of novel psychoactive substances.</p> <p>The new model will continue to include a dedicated offer for LGBT populations across H&amp;F. The aim will be to increase referrals of LGBT people into LBHF integrated young peoples substance misuse and sexual health services and adults substance misuse services. This will include a training and advice offer to schools to help tackle homophobia.</p>	Positive
	<p><b>Human Rights or Children’s Rights</b>          If your decision has the potential to affect Human Rights or Children’s Rights, please contact your Equality Lead for advice</p> <p>Will it affect Human Rights, as defined by the Human Rights Act 1998? No</p> <p>Will it affect Children’s Rights, as defined by the UNCRC (1992)? No</p>		

<b>Section 03</b>	<p><b>Analysis of relevant data</b>          Examples of data can range from census data to customer satisfaction surveys. Data should involve specialist data and information and where possible, be disaggregated by different equality strands.</p>
<b>Documents and data reviewed</b>	<p>Why Invest – Public Health England (2018)          Safeguarding and promoting the welfare of children affected by parental alcohol and drug use: a guide for local authorities –Public Health England (2018)          Sexual and Reproductive Health Epidemiology Report – Hammersmith and Fulham – 2019</p>
<b>New research</b>	<p>If new research is required, please complete this section</p>

<b>Section 04</b>	<b>Consultation</b>
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<b>Consultation</b>	Details of consultation findings (if consultation is required. If not, please move to section 06)
<b>Analysis of consultation outcomes</b>	

<b>Section 05</b>	<b>Analysis of impact and outcomes</b>
<b>Analysis</b>	What has your consultation (if undertaken) and analysis of data shown? You will need to make an informed assessment about the actual or likely impact that the policy, proposal, or service will have on each of the protected characteristic groups by using the information you have gathered. The weight given to each protected characteristic should be proportionate to the relevant policy (see guidance).

<b>Section 06</b>	<b>Reducing any adverse impacts and recommendations</b>
<b>Outcome of Analysis</b>	Include any specific actions you have identified that will remove or mitigate the risk of adverse impacts and / or unlawful discrimination. This should provide the outcome for LBHF, and the overall outcome.

<b>Section 07</b>	<b>Action Plan</b>												
<b>Action Plan</b>	Note: You will only need to use this section if you have identified actions as a result of your analysis												
	<table border="1"> <thead> <tr> <th>Issue identified</th> <th>Action (s) to be taken</th> <th>When</th> <th>Lead officer and department</th> <th>Expected outcome</th> <th>Date added to business/service plan</th> </tr> </thead> <tbody> <tr> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> </tbody> </table>	Issue identified	Action (s) to be taken	When	Lead officer and department	Expected outcome	Date added to business/service plan						
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<b>Section 08</b>	<b>Agreement, publication and monitoring</b>
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<b>Senior Managers' sign-off</b>	Name: Nicola Lang Position: Director of Public Health Email: Nicola.Lang@lbhf.gov.uk Telephone No: 07769 199 396 Considered at relevant DMT: Yes
<b>Key Decision Report (if relevant)</b>	Date of report to Cabinet/Cabinet Member: 24 / 01 / 23 Key equalities issues have been included: Yes/No
<b>Equalities Advice (where involved)</b>	Name: Position: Date advice / guidance given: Email: Telephone No: