

LONDON BOROUGH OF HAMMERSMITH & FULHAM

Report to: Councillor Ben Coleman, Deputy Leader

Date: 3/11/2023

Subject: Award of Hammersmith & Fulham Council's Young People's Integrated Substance Misuse and Sexual Health (ISMASH) Service contract

Report author: Jess Dawson, Senior Lead for Children's Public Health

Responsible Director: Linda Jackson, Strategic Director of Independent Living (DASS)

SUMMARY

This report seeks approval to award the Young People's Integrated Substance Misuse and Sexual Health (ISMASH) Service contract to **Turning Point** to commence on 1 October 2023 following a robust procurement process.

RECOMMENDATIONS

That the Deputy Leader (and Cabinet Member for Health and Social Care):

1. Notes that Exempt Appendices 1 to 4 are not for publication on the basis that they contain information relating to the financial or business affairs of any particular person (including the authority holding that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).
2. Approves the award of a contract to Turning Point for the delivery of a Young People's Integrated Substance Misuse and Sexual Health (ISMASH) Service, for an initial three-year period from 1 October 2023 to 30 September 2026. This will include the option to extend for a further two periods of two years each (up to seven years in total). The value of the initial three-year term is £600,000. Rising to a maximum of £1,400,000 should all options to extend the contract be taken up.

Wards Affected: All

Our Values	Summary of how this report aligns to the H&F Values
Building shared prosperity	This is a specialist psychosocial service for the prevention, treatment and recovery from harm associated with substance misuse and issues related to sexual health. As young people are supported to reduce engagement in risky

	<p>behaviours, 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.</p> <p>The service aims to reduce health inequities as they work with young people in higher-risk cohorts such as those in the criminal justice system in H&F.</p>
Creating a compassionate council	The service provides targeted support for marginalised individuals in the borough, and demonstrates compassion by supporting young people to avoid engaging in risky behaviours related to substance misuse and sexual health with an approach that avoids stigma and blame for behaviours that the young person has engaged in.
Doing things with local residents, not to them	<p>The specification for this service was co-produced with service users, and a young person from the service's target age group was included on the evaluation panel for the tender.</p> <p>The model for service delivery ensures that care plans are co-developed with the service user and can be tailored to their unique needs. The service delivery model includes the use of peer educators, to ensure relevant provision of services and to facilitate continual adaptation and improvement of the service.</p>
Being ruthlessly financially efficient	<p>Integrating the specialist support services for substance misuse and sexual health in young people not only streamlines service provision and reduces barriers for young people, but it also delivers a cost saving for the Council. The service works closely with other specialist services in the borough (such as Child and Adolescent Mental Health Services and the Youth Offending Service), to reduce any duplication in the system and realise efficiencies in commissioning outcomes.</p> <p>Through preventing the further engagement of young people in risky behaviours and minimising the harm these behaviours engender, associated downstream costs are prevented in other service areas such as adult social care, mental health services and the criminal justice system.</p>
Taking pride in H&F	Procurement of this service aligns with maintaining and supporting high quality services for our residents. It enables positive health outcomes for young H&F residents via universal and targeted specialist services.

Rising to the challenge of the climate and ecological emergency	The provider will be expected to commit to environmental outcomes as part of their social value offer, in addition to their robust organisational environmental commitments. Services are local and residents often walk to or take public transport to appointments.
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Financial Impact

The recommendation in paragraph one above to award Turning Point a contract for the provision of a Young People’s Integrated Substance Misuse & Sexual Health Service (ISMASH) with effect from 1 October 2023 will cost £200,000 per year and £600,000 over the proposed contract lifetime.

The contract start date will give rise to part year effects in 2023-24 of £100,000 and again in 2024-25.

If the option to extend for a further two periods of two years each (up to seven years in total), the value of the contract will rise to a maximum of £1,400,000 should all options to extend the contract be taken up.

The above commitments can be met from the Public Health Revenue grant allocation in each respective year.

There are no savings proposals associated with this report.

Name: Cheryl Anglin-Thompson, Principal Accountant, Email: cheryl.anglin-thompson@lbhf.gov.uk

Verified by Prakash Daryanani Head of Finance, Head of Finance, Telephone: 07795127329, Email: prakash.daryanani@lbhf.gov.uk on 23 August 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. One bid was received which was evaluated by a panel from Public Health Commissioning, H&F’s Employment and Skills Team (social value evaluation), and a representative from the service user group. Supplier qualification and tender moderation were conducted by an external third party supplier (V4 Consulting).

The full scores are provided in Exempt 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), 27/09/2023

Background Papers Used in Preparing This Report

None.

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 service is funded through the ringfenced Public Health Grant, and it is a condition of the Public Health Grant that local authorities provide specialist drug and alcohol services such as these.
2. Award a 3+2+2 year contract to Turning Point for the delivery of a Young People's Integrated Substance Misuse and Sexual Health (ISMASH) service for residents of Hammersmith & Fulham aged 25 and younger – **Recommended**. This will ensure vital and long-term support for young people to reduce harms associated with substance misuse and risky sexual behaviours. As Turning Point are the incumbent provider, it is expected that there will be a smooth transition into the new contract. Turning Point are also one of the few providers to deliver this type of service, providing health and wellbeing benefits for young residents in H&F.
3. Re-tender the contract – Not recommended. Whilst only 1 bid was received, this bid was strong and within budget. The single bidder is the incumbent supplier who has provided the service to the desired standard over the period of the previous contract. There were 13 other providers who initially expressed interest in the opportunity all of whom declined to bid. It is therefore very unlikely that re-tendering the service would create any greater interest with most likely the same outcome. To allow a further chance to tender for the service, we would require a non-compliant extension of the current contract.

Reasons for Decision

4. Sexual health issues are linked to alcohol and substance misuse. Earlier alcohol use is associated with early onset of sexual activity and is a marker of later sexual risk-taking, including lack of condom use¹.
5. Young people aged 16–24 are among the highest consumers of alcohol in the UK as well as having the highest rate of sexually transmitted infections. Young people are also more likely to become re-infected with STIs. In a review of 11 studies on the subject, eight were found to show a significant relationship between alcohol consumption and at least one STI. This did not appear to vary according to gender or pattern of alcohol consumption².
6. Alcohol is also often provided as a contributory factor to teenage pregnancy in interviews with young pregnant women. In young adults, alcohol is a key causal factor in unplanned pregnancies³.
7. Substance misuse in young people tends to engender a range of downstream vulnerabilities, which tend to be higher amongst girls—such as sexual exploitation, self-harming, offending and being impacted by domestic abuse. This service aims to reduce the risk of these vulnerabilities and support our young residents into fulfilling and meaningful activities.
8. It is recommended that specialist substance misuse services for young people are normally separate from adult treatment services because young people's alcohol and drug problems tend to be different from adults' and require a tailored response. This includes:
 - being child-centred
 - considering the age and maturity of young people
 - acting on safeguarding concerns
 - making sure the young people do not mix with adults who misuse drugs.
9. Post Covid–19 research and anecdotal data have suggested that increasing numbers of young people are misusing substances to help them cope with problems in their life⁴. Amongst young people who were previously recreationally using drugs and alcohol for fun, many are now instead using these substances as a coping mechanism when challenged by poor mental health and emotional distress. It is therefore key to commission services to break cycles of addiction amongst young people.
10. As the incumbent provider, the Council have evidence of good past performance of this service, in relation to key performance indicators within the service specification, in comparison to similar services in other boroughs, and

¹ [Alcohol and drug use in young people – RCPC – State of Child Health](#)

² Cook, R. L., & Clark, D. B. (2005). Is there an association between alcohol consumption and sexually transmitted diseases? A systematic review. *Sex Transm Dis*, 32(3), 156-164

³ Royal College of Physicians. (2011). Alcohol and sex: a cocktail for poor sexual health. Report of the Alcohol and Sexual Health Working Party. London: RCP

⁴ [DRUGS ALCOHOL REPORT 2022 DRAFT \(themix.org.uk\)](#)

contribution to broader public health outcomes. Data to evidence this are available in Exempt Appendix 4.

11. Compared to the previous specification for this service, the new contract with Turning Point will:

- provide better integration with the new Family Hubs in the borough, especially through Turning Point’s co-location in these settings, once established. This service will be integral to future success of the Family Hubs.
- have a greater emphasis on online and social media outreach, to provide another access option for young people who might not be physically engaging with services—which was something requested by young people during consultation.
- provide greater support for parents and carers of young people engaged in the service, including the possibility for them to refer.

Implementation Timetable (Summary)

Action	Timeline
Project implementation team established Review/agree risk log and budget Monthly reporting to Operating Board/Implementation and Transformation Board commences	Sept '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	Oct '23
Review data reporting requirements and agree template for reporting with commissioners	Oct '23
Standstill letter dispatched by LA	Oct '23

12. The primary outcomes that we are expecting from this service are:
- a reduction in the proportion of young people partaking in risky sexual and substance misuse behaviours
 - minimising the harm these behaviours cause, including hospital admissions
 - reducing the volume of first-time entrants into Youth Justice Services.

The service will build young people's resilience by engaging them in the development of their treatment and recovery plans, including setting their own goals for the future.

13. More broadly, the service will also strengthen the local system supporting young people across the borough through working closely with schools, colleges, youth providers, school nurses, Family Support, Family Assist, Youth Offending, Child Protection, Looked After Children and Leaving Care teams

and other local agencies, supporting a holistic approach to support and intervention. Specialist training will also be provided in and for these settings, to continue to build a targeted workforce with the skills required to work in this space.

14. An LBHF named contract manager has been allocated from Public Health, and the commissioning team will ensure that this service delivers the outcomes set out above through frequent monitoring meetings (especially through the contract mobilisation period), and through seeking feedback from service users through surveys and service user forums, to ensure that the service is meeting their needs and achieving the best outcomes possible for them.

Procurement Implications

15. An open procurement for these services has allowed the Council to stipulate the requirements for the new services as co-produced with residents (including service users), whilst achieving value for money via a competitive tender process within an established pool of providers.
16. The submission received was evaluated against a criterion of 60% quality, 10% social value and 30% price. Despite being the only bidder, Turning Point received high weighted scores for Technical, Social Value and Commercial were combined, therefore offering an Economically Advantageous Tender while meeting the identified needs for the service and its users.
17. The social value commitments for the successful tender set out various areas of social value delivery, mainly focused on the development of local staffing and the use of VCSE's within their supply chain, highlighting the provider's knowledge of the need to grow a local workforce. The social value response also included training and upskilling peer educators – a role ringfenced for care leavers aged 18–25 who would be paid a London Living Wage whilst on placement in the service. Turning Point have used the SV Portal national Themes/Outcomes/Measures (TOMs) to quantify their SV offer. This represents a value of £238,977 (39.8% of contract value) over the initial 3-year contract term. Turning Point have undertaken to include SV as a regular agenda item at contract meetings and to provide regular updates/reports/evidence and explore new and emerging reporting methodologies as well as working collaboratively with H&F to seek out additional opportunities to provide greater SV value from the contract.
18. As Turning Point are the current incumbent provider of the service the implementation plan and timings will be reduced compared to those of a new provider being awarded. 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.

Equality Implications

19. 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 Adults Public Health, 18/1/2023.

Risk Management Implications

20. 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, 16 August 2023

Climate and Ecological Emergency Implications

21. 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. Turning Point has committed to net zero emissions by 2050, has a carbon reduction plan and reporting in place, and has reduced measured emissions by 22.5% since 2020.
22. 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: Jim Cunningham, Climate Policy & Strategy Lead.
Jim.Cunningham@lbhf.gov.uk, 24 August 2023*

Local Economy and Social Value

23. Social Value contributions should be considered in any contract let with a price over £100,000. The contract for this service will include a social value contribution of £238,977 (39.8% of contract value) over the initial 3-year contract term. This includes leveraging relationships with H&F schools and other educational settings to promote careers in the health and care sector; providing peer educator placements for care leavers; and including a young person on any recruitment panels for roles in the service, to ensure that staff are appropriate for the service user cohort.
24. It is recommended that the commissioner works with the supplier and the Council's Social Value Officer to ensure a delivery plan is in place to realise the commitments made by the supplier.

25. It is recommended that the commissioner works with the Legal Service to ensure appropriate social value clauses are included in the contract so that the council can enforce its right to remedies if the social value commitments are not delivered.

Implications completed by: Oliur Rahman, Head of Employment and Skills 12 September 2023

Consultation

13. The service specification was developed in collaboration with service users and stakeholders including LBHF Children's Services, who have given their support for the service. In addition to regular informal engagement, specific events held to support collaborative development of the service specification included:
- Young H&F Sexual Health Services and Wellbeing roundtable of linked professionals in July 2019
 - consultation with the Youth Council in 2021
 - an engagement session with Children's Services in 2021.
14. A service user with lived experience reviewed the specification and was a member of the evaluation panel. Use was also made of various statutory and other best practice guidance such as the Framework for Sexual Health Improvement in England and the latest evidence from the Office for Health Improvement and Disparities.

LIST OF APPENDICES

Exempt Appendix 1 – Evaluation and moderation process

Exempt Appendix 2 – Evidence of need

Exempt Appendix 3 – Analysis of the population in treatment in 2022-23

Exempt Appendix 4 – Evidence of past service performance

Appendix 5 – H&F Equality Impact Analysis Tool