



Mayor and Cabinet

Contract Award for a Substance Misuse and Sexual Health Service for Young People

Date: 8th December 2021

Key decision: Yes

Class: Part 1

Ward(s) affected: All

Contributors: Emily Newell, CYP Commissioner (Maternity and 0-19 Public Health Services)

Outline and recommendations

This report seeks approval from Mayor and Cabinet to award the contract for a new Young People's Substance Misuse and Sexual Health Service to Humankind, following a competitive tender process. Humankind will be awarded a contract for three years, from 1st April 2022 until 31st March 2025, with an option to extend for 1 + 1 years following this. The cost of the contract will be £430,061 per year, or £2,147,010 over the possible lifetime of the contract.

It is recommended that Mayor and Cabinet approve the award of this contract for a Young People's Substance Misuse and Sexual Health Service as outlined in this report.

Timeline of engagement and decision-making

9th December 2021: Mayor and Cabinet agreement to extend contract to March 2022 to allow for the service review and procurement exercise to take place.

March – April 2021: Consultation survey with local professionals

April – May 2021: Focus groups with local young people

May – June 2021: Recommendations for future commissioning approved by Public Health SMT, Children and Young People's DMT, Community Services DMT, and Lewisham CCG SMT.

June 2021: Business case and procurement strategy agreed by Mayor and Cabinet

July 2021: Market engagement event

1. Summary

- 1.1. This report seeks approval from Mayor and Cabinet to award the contract for a new Young People's Substance Misuse and Sexual Health Service to Humankind, following a competitive tender process in which they were the successful bidder.
- 1.2. The new Substance Misuse and Sexual Health Service aims to increase access to information, advice and support around substance misuse and sexual and reproductive health and relationships, and reduce the harm associated with drug and alcohol use and risky sexual behaviour.
- 1.3. The current Young People's Health and Wellbeing Service (YPHWS) has been in operation in the borough since 2017, run by Compass. This contract is due to expire on 31st March 2022. As a new and innovative model for Lewisham bringing together support across the areas of substance misuse, sexual health and emotional wellbeing, the YPHWS has been on a continuous journey of developing, testing and implementing the best approaches to deliver the service. Though positive outcomes have been achieved, there have been a number of challenges in delivering the service, which were examined through an in-depth review process in 2021.
- 1.4. A Business Case and Procurement Strategy was agreed by Mayor and Cabinet in June, and outlined the rationale behind the new service model, which is based upon an extensive review of the current service undertaken in partnership with local young people and stakeholders. Based on the conclusions of this review, commissioners made a number of recommendations for how the future service model should differ from the current provision. The key recommendation is that the new model focus more strongly on improving outcomes in terms of substance misuse and sexual health, with support for emotional wellbeing proven to be provided more effectively through the range of existing and developing provision in this area.
- 1.5. Three providers submitted bids to deliver the new contract via an open competitive tender process. Humankind were the successful provider based on achieving the highest score for quality and second highest score for price. They evidenced that they are able to deliver the service to a high quality, with a robust service model and strong examples of previous success.

2. Recommendations

- 2.1. It is recommended that Mayor and Cabinet approve the award of the contract for a Young People's Substance Misuse and Sexual Health Service to Humankind, as outlined in this report. The contract will commence on the 1st April 2022 for a period of three years, with an option to extend for a period of up to 2 years. The cost of the contract will be £430,061 per year, or £2,147,010 over the possible lifetime of the contract.

3. Policy Context

- 3.1. The provision of this service contributes towards the Council's Corporate Strategy (2018-22) priority to 'Give children and young people the best start in life', and in particular to the following commitments made in the strategy:
 - 'All health and social care services are robust, responsive and working

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collectively to support communities and individuals’

- ‘Children and young people and their families from our BAME communities have equal access to care and support’
- ‘We will make our sexual health services easier to access, offering choice and quality throughout the borough’
- ‘We will work with schools and other providers to encourage accessible relationship advice and support for our young people’
- ‘We will develop a public health approach to youth violence and knife crime that looks at tackling the root causes. We will ensure all agencies – social services, schools, police and our NHS – work together while involving parents and local communities.’

- 3.2. This provision also supports the delivery of our Children and Young People’s Plan (2019-22), and is one of the key services contributing to the Early Help and Prevention Strategy (2021).
- 3.3. London Borough of Lewisham has a statutory responsibility under the Crime and Disorder Act 1998 to work with partners to reduce crime, disorder and substance misuse.
- 3.4. The National Drug Strategy 2017 puts a key focus on recovery. Whilst recognising that recovering from dependent substance misuse is an individual person-centred journey, there are high aspirations for increasing recovery outcomes.
- 3.5. The National Alcohol Strategy also sets a range of outcomes underpinned by an understanding of the need to; ensure everyone is aware of the risks of excessive alcohol consumption and can make informed choices about responsible drinking, and; recognise that some people will need support to change their behaviour and ensuring that this is available, particularly for the most vulnerable in our community. The Strategy has identified reducing Alcohol Harm as one of nine priority areas for action over the next ten years highlighting identification of harm, reduction of hospital admissions and increased numbers of adults and young people accessing and completing services as areas where more work is required.
- 3.6. The service outlined in this report also meets the Council’s responsibilities to the Mayor’s Office for Policing and Crime (MOPAC) which delivers the Mayor’s role as the Police and Crime Commissioner for London. MOPAC are committed to delivering their Police and Crime Plan and have provided funding to local authorities to deliver specific local delivery projects, of which this service is one. The Council have committed to delivering this service, or similar, until the end of March 2022 with the expectation that funding will continue beyond this point.
- 3.7. Sexual Health is an important public health priority at both a national and local level. In 2013, Lewisham’s Health and Wellbeing Board identified sexual health as one of the 9 priorities for Lewisham. Lewisham continues to experience high demand and need for sexual health services reflected through high rates of teenage pregnancy, abortion and sexually transmitted infections. Contraception and sexual health services for diagnosis and treatment of STIs are currently commissioned from Lewisham and Greenwich NHS Trust (LGT).

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- 3.8. The provision of this service contributes towards the Lambeth, Southwark and Lewisham Sexual and Reproductive Health Strategy (2019-24) and Lewisham's Local Sexual Health Action Plan. It will help to achieve the following visions of the strategy; 'People are empowered to make their sexual relationships healthy and fulfilling', 'People effectively manage their fertility and reproductive health, understand what impacts on it and have knowledge of and access to contraceptives', and 'The local burden of STIs is reduced, in particular among those who are disproportionately affected'.

4. Background – Review of current service model

- 4.1. Lewisham Council currently hold a contract with Compass UK for the provision of a Young People's Health and Wellbeing Service (YPHWS), which provides a range of support across the areas of substance misuse, sexual health and relationships and emotional wellbeing. A competitive tender process took place for this contract in 2016, however the successful provider went into administration soon after contract award and the contract was subsequently transferred to Compass UK in May 2017. The contract expires on 31st March 2022.
- 4.2. In January-May 2021, commissioners undertook an extensive review of the YPHWS in order to inform future delivery of these provisions. This review was multi-faceted and included:
- Review of service performance and data
 - Completion of a rapid needs assessment, plus a full Joint Strategic Needs Assessment for substance misuse
 - Consultation with young people, including six focus groups on the service in general and three focus groups specifically for substance misuse.
 - Consultation with professionals. 67 professionals across 14 different professions responded to an online survey.
 - Review of service model and benchmarking with models in other boroughs
- 4.3. A number of conclusions were drawn through this review process which informed the recommendations for a new commissioning model, as set out below. As an innovative service model for Lewisham bringing together these three complex areas of work (substance misuse, sexual health and mental health), the YPHWS has been on a continuous journey of developing, testing and implementing the best approaches to deliver the service.
- 4.4. The overall conclusion from the review was that, though positive outcomes have been achieved in the lifetime of the YPHWS, it has proven difficult to deliver a service that achieves the wide range of desired activity and outcomes across the three disciplines of sexual health, substance misuse and emotional wellbeing, with the relatively small resource provided. The requirements of the current service specification are vast and encompass multiple methods of service delivery across varying 'tiers' of support.
- 4.5. It has been recognised that there is a growing demand for children and young people's mental health services in Lewisham, and this level of demand has made it challenging for the provider to deliver outcomes across all three areas of the service to the standard expected. It has been difficult for the provider to manage this demand whilst

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effectively meeting outcomes for the sexual health and substance misuse disciplines of the service.

- 4.6. Based on the conclusions of this review, commissioners made a number of recommendations for how the future service model should differ from the current provision, as set out below:
- Support for emotional wellbeing should be provided through a separate service(s), though existing and developing provision.
 - Sexual health and substance misuse support should remain jointly delivered at the brief intervention level.
 - Clinical sexual health services should continue to be provided through the core sexual health clinic contract (currently held by Lewisham and Greenwich NHS Trust), and through pharmacies and GPs..
 - The Substance Misuse and Sexual Health Service outlined in this report should become more targeted to 'at-risk' and priority groups
 - There should be a stronger digital offer from the service
- 4.7. Alongside the changes listed above, the new service will ensure that the following principles are maintained. These are priorities for the young people that engaged with the review process:
- Support will be offered from multiple community locations, flexible to the needs of the young person.
 - Face-to-face support will be offered as the default option, but with digital options available. A timely response will be essential.
 - The promotion of the service will emphasise confidentiality, privacy and trust
 - The service will be as seamless as possible from the user's perspective, across the different tiers and disciplines of support. This includes using contractual arrangements to bring partner services together in closer alignment.
- 5.13. A number of options for service models that adopted the above recommendations were appraised by commissioners. These options and the recommended model were presented to various boards for approval, including Public Health SMT, Children and Young People's DMT, Community Services DMT, and Lewisham CCG SMT. The culmination of this process is the proposed service model set out below.

5. New service model

- 5.1. The new Substance Misuse and Sexual Health Service will be for young people aged 10-25 living, attending school or registered with a GP in Lewisham. This will be a single integrated service providing brief education and psychosocial interventions for sexual health and substance misuse, plus specialist structured support for substance misuse. The overarching aim of this provision is to increase access to health services and to reduce health inequalities amongst young people, particularly those considered most at-risk, vulnerable and/or under-represented.
- 5.2. The service will increase access to information, advice and support around substance misuse and sexual and reproductive health and relationships, and reduce the harm

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associated with drug and alcohol use and risky sexual behaviour. The overall outcomes expected from the service are:

- Reduced harm caused to young people partaking in risky sexual behaviours and substance misuse
- Improved knowledge of issues and potential problems associated with drugs, alcohol, and risky sexual behaviours
- Increased awareness of access to advice, information and services for sexual and reproductive health and substance misuse
- Reduced health inequalities amongst young people, particularly those considered most at-risk, vulnerable and/or under-represented.
- Improved mental wellbeing in affected young people, by building resilience, coping strategies and decision-making skills, in partnership with other agencies

5.3. The service will be delivered across three service 'levels' as below:

5.4. **Universal and open-access services** - Access for all young people to information, advice, and brief interventions including; education and harm reduction for substance misuse; C-Card; STI screening; and support to access specialist and clinical services. This will include a strong online presence for health promotion and information, including via social media and instant-messaging functions.

5.5. **Targeted outreach and co-location** - Persistent and assertive engagement with at-risk young people in locations where they are already based. Delivery of the full range of information, advice and brief interventions outlined above, but tailored to meet the needs young people that are at higher risk of experiencing or being affected by substance misuse or risky sexual behaviour. This will be particularly focusing on the groups below and will include co-location with relevant partner agencies:

- Young people involved in the criminal justice system
- Young people that are involved in or at risk from criminal or sexual exploitation, and violent crime
- Young people with parents or carers that misuse substances
- Young people that are not in education, training or employment, or in alternative education
- Young people known to Children's Social Care (including Family Thrive)
- Young people seen in A&E or hospital due to risky sexual behaviour and/or substance misuse

5.6. **Specialist support and case management for substance misuse** – This will provide longer-term structured support for young people affected by substance misuse to help them achieve abstinence, and will include a holistic assessment of need and risk, structured psychosocial interventions, pharmacological treatment for substance misuse in partnership with adult services and GPs, and support for young people to access wider provision to build up other life skills.

5.7. We know that the Lewisham 10-19 year-old population is ethnically diverse, with approximately 65% from an ethnic minority or mixed ethnic background. The current

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YPHWS caseload is generally representative of the wider 10-19 population, with young people of black and mixed ethnic background slightly over-represented. The service will continue to prioritise reach to young people from Black, Asian, and Minority Ethnic groups, and key performance indicators will measure success in this area.

6. Evaluation

- 6.1. Full details of the bidders are set out in the Part 2 report.
- 6.2. The procurement of this contract was carried out via an open (1 stage) process with one successful provider being awarded the contract.
- 6.3. A 50:50 price:quality weighting for this procurement was used. Minimum scoring thresholds were applied to key method statements within the tender process, such as those related to engagement with at-risk groups and mobilisation, to ensure that only quality providers succeed. The method statements included one question that was evaluated by a small panel of local young people.
- 6.4. The following criteria was used during the evaluation process:

WEIGHTING	CRITERIA
6%	Mobilisation
9%	Staffing and delivery model
4%	Service impact
4%	Online and digital support
5%	Sexual and reproductive health needs
5%	Substance misuse needs
5%	Social value
8%	Engaging with at-risk and vulnerable groups
4%	Safeguarding
50%	Price
100%	TOTAL

- 6.5. Four of the criteria – mobilisation, staffing and delivery model, service impact, and engaging with at-risk and vulnerable groups – were assigned a minimum score of

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seven (7). All other criteria had a minimum score of five (5). Where a bidder did not reach these minimum scores, the Council had the ability to reject the tender. None of the bidders were rejected on this basis.

- 6.6. Tenderers were asked to submit a description of their proposals in the form of Method Statements in order to test their understanding of service requirements. The Methods Statements were assessed under the quality criteria, and those provided by the successful tenderer will form part of the contract documentation against which their performance will be monitored.
- 6.7. The evaluation of the price was worth 50% of the overall score and was calculated using a model that evaluated all tenders against the lowest priced submission. The evaluation of the quality element was worth 50% of the overall score, and was awarded based on the responses to the Method Statements. A summary of the financial analysis and quality elements for each provider is included below.
- 6.8. The evaluation panel consisted of representatives from CYP Joint Commissioning, The Prevention, Inclusion and Public Health Commissioning Team, and the Public Health Team. The method statement on 'online and digital support' was solely evaluated by a panel of local young people. These young people were trained in the evaluation process and then attended a moderation meeting with the CYP Joint Commissioning Team.

Synopsis of the bids

- 6.9. The table below shows the scoring given to the providers.

PRICE			
	Bidder A	Bidder B	Bidder C
Price score	45.58	50.00	47.81
Price ranking	3	1	2
QUALITY			
	Bidder A	Bidder B	Bidder C
Quality score	37.80	32.20	39.50
Quality ranking	2	3	1
	Bidder A	Bidder B	Bidder C
Overall score	83.38	82.20	87.31

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Overall ranking	2	3	1
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7. Financial Information

7.1. The total contract value is set out below over the possible lifetime of the contract (five years) is £2,147,010, as set out below.

	Current contract award period			Possible extension period		TOTAL possible contract value
	2022/23	2023/24	2024/25	2025/26	2026/27	
Value	£426,946	£430,016	£430,016	£430,016	£430,016	£2,147,010

7.2. The contract will be funded by contributions from the grants below. There is no contribution from the councils General Fund budgets.

Year 1 (2022/23)

Funding source	Budget line	Annual contribution
Public Health Grant	School-aged health	£104,000
	Sexual and reproductive health services	£133,919
	Substance misuse	£101,027
MOPAC Substance Misuse Funding		£88,000
TOTAL budget allocation		£426,946

Years 2-5 (2023/24 – 2026/27)

Funding source	Budget line	Annual contribution
Public Health Grant	School-aged health	£104,000
	Sexual and reproductive health services	£135,669
	Substance misuse	£102,347
MOPAC Substance Misuse Funding		£88,000
TOTAL budget allocation		£430,061

7.3. There are financial risks in relation to the proposed recommended contract award from April 2022. The external grant funding for 22/23 and beyond is still to be confirmed by the relevant grant funding bodies. Should any of the grant funding be reduced then contract may be adjusted accordingly.

8. Financial Implications

8.1. The report sets out the financial information with regards the contract award in Section 7. Based on the current information, the contract value is within funding

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currently provided by the Public Health and MOPAC and there is no general fund budget attached to this contract. It should be noted that funding from PH and MOPAC is not confirmed beyond future years as such there remains risk. The contract position is for 3 years with a possibility of an extension which can only be agreed if funding continues

9. Legal Implications

- 9.1. The Council's Constitution contains requirements about how to procure and manage contracts. These are in the Contract Procedure Rules (Constitution Part IV). Some of the requirements in those Rules are based on the Public Contracts Regulations 2015 as amended by the Public Procurement (Amendment) (EU Exit) Regulations ("the Regulations") with which the Council must comply. Given the value of the contract the Regulations apply.
- 9.2. The report proposes the establishment of a contract for three years with an option to extend for up to a further 2 years. The potential value of the contract including the extension is above £500,000, which means that this is a Category A contract for the purposes of the Council's Contract Procedure Rules and one which is to be awarded by Mayor and Cabinet.
- 9.3. This contract has been externally and openly advertised as required by the Regulations and the Council's Constitution. If the proposal to award the contract is approved, award notices must be published in the prescribed form.
- 9.4. The report explains the evaluation approach and process applied to the bid and the reasons for recommending the successful bid for approval. The process followed was in compliance with the advertised and required procedures.
- 9.5. This decision is a Key Decision under Article 16.2 (c) (xxiii) of the Constitution as it has a value of more than £200,000. It is therefore required to be contained in the current Key Decision Plan.
- 9.6. In taking this decision, the Council's public sector equality duty must be taken into account. It covers the following protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. In summary, the Council must, in the exercise of its functions, have due regard to the need to: eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act; advance equality of opportunity between people who share a protected characteristic and those who do not; and foster good relations between people who share a protected characteristic and those who do not.
- 9.7. It is not an absolute requirement to eliminate unlawful discrimination, harassment, victimisation or other prohibited conduct, or to promote equality of opportunity or foster good relations between persons who share a protected characteristic and those who do not. It is a duty to have due regard to the need to achieve the goals listed above. The weight to be attached to the duty will be dependent on the nature of the decision and the circumstances in which it is made. This is a matter for Mayor and Cabinet, bearing in mind the issues of relevance and proportionality. Mayor and Cabinet must understand the impact or likely impact of the decision on those with protected characteristics who are potentially affected by the decision. The extent of the duty will

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necessarily vary from case to case and due regard is such regard as is appropriate in all the circumstances.

- 9.8. The Equality and Human Rights Commission (EHRC) has issued Technical Guidance on the Public Sector Equality Duty and statutory guidance. The Council must have regard to the statutory code in so far as it relates to the duty. The Technical Guidance also covers what public authorities should do to meet the duty. This includes steps that are legally required, as well as recommended actions. The guidance does not have statutory force but nonetheless regard should be had to it, as failure to do so without compelling reason would be of evidential value. The statutory code and the technical guidance can be found on the EHRC website.

10. Equalities implications

- 10.1. An Equalities Analysis Assessment (EAA) was carried out to assess the impact of the changes proposed through this re-commissioning and service redesign. Overall, with all factors and wider commissioning decisions taken into consideration, the impact was found to be neutral across all protected characteristics. The reason for this assessment is that:

- Though the proposed changes will reduce access to emotional wellbeing support from this particular service, the developments listed in section 6 will lead to an overall increase in the access to support for children, young people and their families. Furthermore, joint working arrangements between this service and wider emotional wellbeing provision, including via co-location and information sharing, will ensure that young people are still provided with a seamless support journey across the three disciplines.
- Though the proposed changes will reduce the level of universal health support provided to schools through the move towards more targeted support based on identified need, the impact of this on young people is expected to be low. The current take-up of this support offer from schools has been low and inconsistent throughout the life of the contract, plus a number of mitigations are being put in place to reduce the possibility of any negative impact. This includes; maintaining access to the service for any young person via referral for school staff and self-referral; giving schools the ability to request support from the service when any particular issues arise related to sexual health or substance misuse (i.e. a pattern of occurrences within a particular group of pupils that requires a targeted response); maintaining regular proactive outreach in the Pupil Referral Unit; implementation of the new PSHE curriculum, in particular the new requirements around Relationship and Sex Education, will mean additional requirements for schools to offer health education, promotion and provision of information and advice themselves; allocation of dedicated resource by the Council's Public Health and Education Teams to support schools to deliver health and relationship education.
- Furthermore, the proposed changes to establish a stronger digital offer for health promotion, information and advice will have a positive impact on uptake of support for substance misuse and sexual health and relationships, for young people across all protected characteristics. The increased upper age range from 19 to 25 years old will mean increased access to support for young people of this age range,

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across all protected characteristics.

- 10.2. A core principle within the new service specification is to deliver equitably to service users from all cultural, sexual and ethnic backgrounds, to service users with disabilities and learning difficulties and to service users with complex needs including co-morbidities. The service will continue to prioritise reach to young people from Black, Asian, and Minority Ethnic groups, and young people identifying as LGBTQ+, and will key performance indicators will measure success in this area.

11. Crime and disorder implications

- 11.1. London Borough of Lewisham has a statutory responsibility under the Crime and Disorder Act 1998 to work with partners to reduce crime, disorder and substance misuse. The service outlined in this report also meets the Council's responsibilities to the Mayor's Office for Policing and Crime (MOPAC) which provides funding for this service to deliver substance misuse support to young people involved in the Lewisham Youth Offending Service.
- 11.2. The new service will be required to target support at a number of priority groups, including those that are involved in the youth justice system, and those that are experiencing or at risk of child criminal or sexual exploitation. The service will work proactively and persistently with these groups of young people in locations and using methods that are accessible to them, and will be measured on their performance in these areas.
- 11.3. Potential providers will be asked to demonstrate their ability to meet the needs of these groups of young people in their tender submission.

12. Health and wellbeing implications

- 12.1. The overarching aim of this provision is to increase access to health services and to reduce health inequalities amongst young people, particularly those considered most at-risk, vulnerable and/or under-represented. Because of this the service should have direct positive implications for the health and wellbeing of local residents, and will be measured on its success in this area.

13. Social Value implications

- 13.1. As part of the tender process, providers were required to demonstrate their commitment to social value in delivering this service. A method statement on social value was required, which accounted for 5% of the overall evaluation, as part of the quality score. This included a commitment to providing volunteering and work experience placements for Lewisham young people, and recruiting staff from the local area.

14. Background papers

- 14.1. Permission to procure report for Mayor and Cabinet (to be inserted)

15. Report author(s) and contact

- 15.1. Report author - Emily Newell, CYP Joint Commissioner, 07825 456559,

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- 15.2. Financial implications - Mark Humphreys, Accountant CYP Finance, mark.humphreys@lewisham.gov.uk, 02083143958
- 15.3. Legal implications - Mia Agnew, Senior Lawyer, Mia.Agnew@lewisham.gov.uk, 02083147546

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