
Report to CABINET

Procurement of Early Intervention Service and Health Improvement & Weight Management Service

Portfolio Holder:

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Cllr Chauhan, Cabinet Member Health and Social Care,

Cllr Chadderton, Cabinet Member Children's Services

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Reason for Decision

To approve the extension for up to nine months (end of December 2020) of the All age Early Help contract which is currently delivered by Positive Steps.

Positive Steps currently deliver 2 main elements under the Early Help function, these are, all age low and medium level early intervention and stop smoking & community health checks.

This extension will allow time to separate these services and later procure. The two services going to market will be one which will encompass all the elements of the all age low and medium level early intervention and one which expands on the current stop smoking service by incorporating weight management to form a 'Health Improvement' offer for Oldham.

The recommendations in this report are consistent with the commitment within the Oldham Plan to take a person and community centred approach that places prevention at the heart of our emerging new model of delivery.

Executive Summary

1. All age Early Help was established in April 2015. Some of the delivery is in-house, however a significant element of it is delivered through a contract with Positive Steps. The contract was let for three years (to March 2018), with an option to extend for up to a further additional year. This option was exercised with the extension ending on the 31st March 2019.
2. In February 2019 Cabinet considered and agreed a further contract extension of one year, up to 31st March 2020. This was to allow for the completion of a review aimed at considering the longer-term development of Early Intervention and Prevention services, within the wider context of the significant changes in the health and social care sectors in Oldham and regionally, including the emerging Oldham Social and Health care models for Adults and Children.
3. Several key considerations came out of this review and will inform the proposed approach to the procurement and continuing development of these services. These include:
 - the continuing value of the all age early intervention element of this contract, with year on year increases in referrals indicating a continuing need for this type of service;
 - the importance of ensuring seamless integration between low, medium and high-level intervention support;
 - that health improvement and weight management – currently delivered within the Early Help offer– requires more defined responses and resources, and a wider reach;
 - the implications of the continuing development of Oldham’s locality plan/model which is likely to progress further changes within the wider Oldham and regional health and social care system
4. This report requests an additional extension of up to nine months (to 31st December 2020) in order to complete the procurement of a new all age low and medium level early intervention service and a new health improvement & weight management service.

Recommendations

Cabinet is asked to consider and agree:

- a) the extension of the current Early Help contract by up to nine months to 31st December 2020, to allow for the procurement of new services;
 - b) the procurement of an all age low and medium level early intervention service, which has seamless step up and step-down integrated links with the intensive early intervention services provided by Children’s and Adults;
 - c) the procurement of a new health improvement and weight management service encompassing the current stop smoking offer;
 - d) to delegate authority to the Strategic Director of Communities and Reform in consultation with the associated Cabinet Members to award any contracts following completion of the tender evaluation processes.
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1. Background

- 1.1 An all age early intervention and prevention service offer is essential to achieve better health and social care outcomes, as well as reducing demand on intensive and statutory services.
- 1.2 The current Early Help offer within Oldham provides an early intervention service for all ages and is based upon a tiered model, with high intensity services delivered in house by Oldham Council and low/medium level services outsourced and provided by a local organisation, Positive Steps.
- 1.3 The current Stop Smoking and Community Health Check provision is included in the low and medium level Early Help contract provided by Positive Steps.

2. Early Help Delivery Model

- 2.1 Oldham's Early Help offer grew out of Oldham's involvement in the national Troubled Families Programme. The Troubled Families Programme supported Oldham's ambition to develop sustainable approaches to the support families and individuals require in dealing with complex issues.
 - 2.2 In its simplest form, Early Help provides support within the community that gives people the tools and resources to tackle a range of societal, health and care issues they face. As well as equipping them to find their own sustainable solutions, it mitigates the need for more intensive and/or statutory support.
 - 2.3 Based upon approaches developed through the Troubled Families Programme, the council and its partners decided to continue to invest in an all age offer, setting up the Early Help Service in 2015. It was tasked with:
 - engaging residents in resolving their own issues;
 - supporting them to understand the root cause of their issues;
 - supporting them to resolve those issues
 - supporting them to learn strategies which will help prevent the reoccurrence of issues.
 - 2.4 The service is delivered through a 3-tiered approach, providing services for all ages:

Intensive support - Provided by an in-house council service. It employs fifteen staff, each with caseloads of around 7- 8 families or individual adults, with whom they work intensively over a period of around six months. The team supports around 230 households per year.

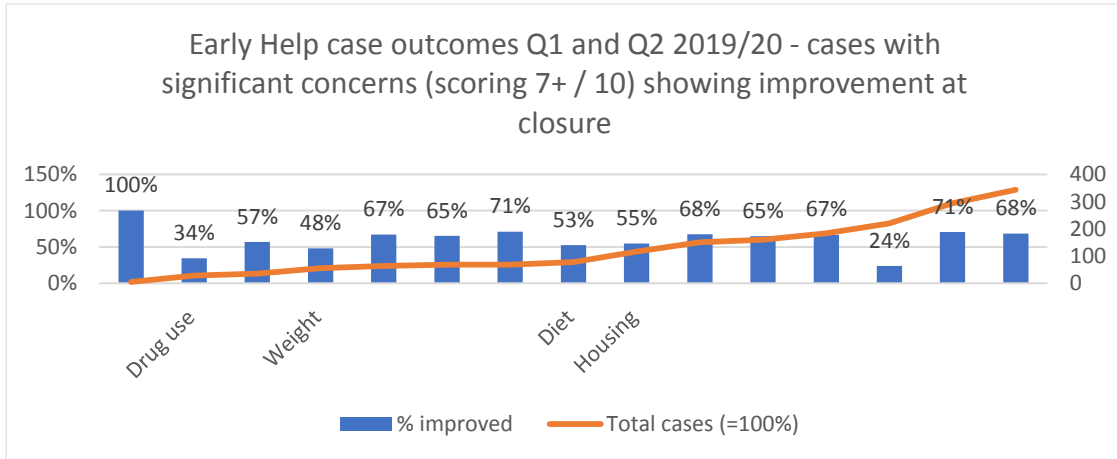
Medium-level support - Externally commissioned through a local organisation Positive Steps and delivered through three teams that operate within Oldham. Each team has a Team Manager, a Senior Engagement Worker, and Eight Engagement Workers (each with caseloads of c.20 families).

Low-level support - Also externally commissioned and delivered by the same provider through the same structure and teams as the medium level of support. Often this will involve a less intensive form of support that may involve information or advice over a shorter period.
 - 2.5 Overall the benefits and need for the early intervention services which are provided by the Early Help offer are very much still apparent. This is clear from quantitative and
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qualitative data. To illustrate, Figure 1 below shows outcomes of Early Help involvement, where there are issues scored as a significant concern.

2.6 For many areas of concern, success rates are around 65-70%. This includes areas such as managing child behaviour and routines, mental well-being and relationships which affect the largest numbers of families. Scores are also high in relation to measures relating to the Troubled Families Programme – managing finances, school attendance and crime and anti-social behaviour.

2.7 Figure 1: Cases showing improvement at closure Q1 & Q2 2019/20

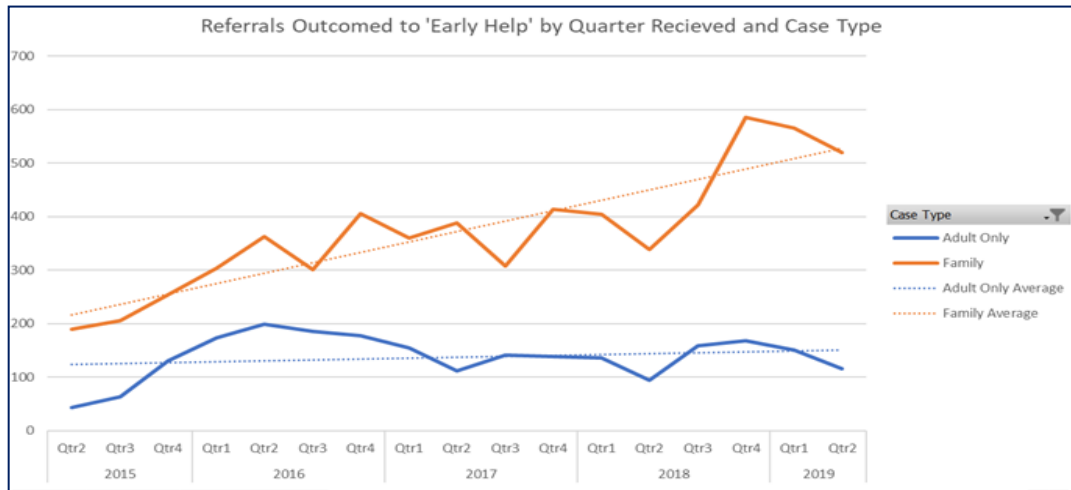


2.8 Data also shows a consistent increase in demand across the last four years. Figure 2 shows the increase in referrals, Figure 3 breaks this down into children and adults over the last four years. Both demonstrates the continuing need for this type of provision.

Figure 2: Referrals to Early Help 2015 - 2019



Figure 3: Adult & Children Referrals to Early Help



- 2.9 In 2018/2019, the all age Early Help offer supported 2,448 cases. Of these 71% (1714) were part of a family with children and 29% (744) were individual adults.
- 2.10 Of the total activity delivered, 92 % was with a low or medium level requirement and involved interventions and management through Positive Steps. 8 % of the activity went through the in-house Intensive Service. Approximately three quarters of the latter was for cases involving Children and Families.
- 2.11 It is important to note that the original expectation was that the bulk of referrals would relate to low level needs, with a smaller number requiring medium level support. In fact, the bulk of referrals have required medium level services, often touching on the edge of the more complex. The service has adapted the delivery model to respond to this, and this is the area of service that continues to see the most growth.
- 2.12 **Stop Smoking and Community Health Checks** - Oldham's stop smoking offer, and community health check service was commissioned as part of the Early Help procurement in 2015 and is also provided by Positive Steps as one element of the low and medium intensity offer.
- 2.13 The Positive Steps staff providing the low and medium level early help support also provide stop smoking and community health checks. In 2018/2019 Positive Steps delivered 2670 stop smoking and health check appointments.
3. **The Changing Social and Health Care Landscape and its Impact on Current Provisions**
- 3.1 These are set out in the report in the restricted part of this agenda
4. **Additional Time**
- 4.1 The additional time allocated to the procurement of these contracts, would provide an essential opportunity to carry out full resident and market engagement, service redesign and specification developments, conduct a full tender process and meet full governance requirements for both elements (All age Early Intervention and Health Improvement & Weight Management Services).
- 4.2 It is not anticipated that the current contract end date of the 31st March 2020 will provide the Council services enough time to run this thorough procurement exercise that meets Contract Procurement Rules (CPR) or Local Authority Governance.

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- 4.3 Advice from Procurement Officers suggest preliminary work of engagement should commence immediately with a view that the tender documentation is present in the marketplace by February 2020 at the very latest. The indicative timeline then suggests a decision on the preferred provider would need to be finalised by July 2020 and a contract award date of August 2020. The associated risks of a new provider receiving the award would indicate a minimum period of 3 months, for implementation and mobilisation including TUPE, suggesting at latest a contract live date of the 1st January 2021.
- 4.4 Another key element is that the current staff resource employed by Positive Steps are shared between two services (all age low and medium level Early Intervention and Stop Smoking and Health Checks). This therefore means there is a key dependency for the services delivered by these staff to be re-focused and procured at the same time. This will help reduce any negative TUPE implications for the current workforce and ensure sustainability of the provider during this time of change.
5. **Approach to Procurement of an All Age Early Intervention Service and Health Improvement & Weight Management Service**
- 5.1 These are set out in the report in the restricted part of this agenda
6. **Options/Alternatives**
- 6.1 These are set out in the report in the restricted part of this agenda
7. **Consultation**
- 7.1 These are set out in the report in the restricted part of this agenda
8. **Financial Implications**
- 8.1 These are set out in the report in the restricted part of this agenda
9. **Legal Services Comments**
- 9.1 These are set out in the report in the restricted part of this agenda
10. **Co-operative Agenda**
- 10.1 The Early Help service has been developed specifically in order to support the Council's Co-operative agenda. It is focused on providing the support to residents that they need in order to develop the skills to be able to help themselves.
- 10.2 All Public Health services fully support the Council's cooperative agenda as they promote the active engagement of Oldham residents in the life of the community.
11. **Human Resources Comments**
- 11.1 These are set out in the report in the restricted part of this agenda
12. **Risk Assessments**
- 12.1 These are set out in the report in the restricted part of this agenda
13. **IT Implications**
- 13.1 These are set out in the report in the restricted part of this agenda
14. **Property Implications**
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14.1 These are set out in the report in the restricted part of this agenda

15 **Procurement Implications**

15.1 These are set out in the report in the restricted part of this agenda

16 **Environmental and Health & Safety Implications**

16.1 These are set out in the report in the restricted part of this agenda

17 **Equality, community cohesion and crime implications**

17.1 These are set out in the report in the restricted part of this agenda

18 **Equality Impact Assessment Completed?**

18.1 As set out in the report in the restricted part of this agenda

19 **Key Decision Reference**

19.1 HSC-04-19

20 **Background Papers**

20.1 S:\Unity\Unity Consultants\PMO\Current Projects\Early Intervention and Prevention\00. Misc\001.1 Reference material\EH contract extension report - Cabinet OPEN.pdf

21 **Appendices**

21.1 None
