

<b>Report to:</b>	<b>EXECUTIVE CABINET</b>
<b>Date:</b>	30 August 2023
<b>Executive Member:</b>	Cllr Eleanor Wills – Executive Member (Population Health & Wellbeing)
<b>Reporting Officer:</b>	Debbie Watson, Director of Population Health
<b>Subject:</b>	<b>POPULATION HEALTH COMMISSIONING INTENTIONS 2024 – 2025</b>
<b>Report Summary:</b>	<p>The report describes Population Health activity that will take place during 2024-2025 thus ensuring effective resource planning. The report sets out specific details on the following areas of spend and commissioning:</p> <ul style="list-style-type: none"> <li>• Responsibility for testing and treating Sexually Transmitted Infections (STIs) – Locala Health &amp; Wellbeing</li> <li>• Falls Prevention Service – Age UK</li> <li>• Domestic Abuse Perpetrator Pilot – Talk Listen Change (TLC)</li> <li>• Caring Dad’s Pilot – LEAP Partnership</li> </ul>
<b>Recommendations:</b>	<p>That the Executive Cabinet be recommended to approve the following:</p> <ol style="list-style-type: none"> <li>(i) Award a contract variation to provide non recurrent funding in the financial year 2023/2024 of £0.020m to Locala, the provider of specialist Sexual and Reproductive Health services in Tameside, to increase the number of Sexually Transmitted Infection (STI) test kits available to Tameside residents.</li> <li>(ii) To extend the current falls prevention programme with Age UK as part of the wider contract held by Adult Services for a further 12 months from 1 April 2024 to 31 March 2025 at a cost of £0.036m.</li> <li>(iii) To award a contract to LEAP to deliver the Caring Dad’s Pilot for a period of 2 years from 1 September 2023 at a cost of £0.046m.</li> <li>(iv) To award a contract to Talk, Listen, Change (TLC) to deliver a Domestic Abuse Perpetrator pilot for a duration of two years from 1 September 2023 at a cost of £0.248m.</li> </ol>
<b>Corporate Plan:</b>	<p>The proposed activities directly support the delivery of the following priorities;</p> <ul style="list-style-type: none"> <li>• Very best start</li> <li>• Longer and Active lives with good mental health</li> <li>• Independence and Activity in Older Age and dignity and choice at end of Life</li> </ul>
<b>Policy Implications:</b>	<p>The commissioning intentions outlined in this report will ensure that key public health functions are delivered including some mandated functions of the local authority under the Health &amp; Social Care Act (sexual health provision and NHS Health Checks). Delivering these programmes will support achieving Corporate Plan objectives as well as key strategies such as the Tameside Domestic Abuse</p>

Strategy. The specific areas of investment also seek to tackle poor health outcomes around cardiovascular disease, dental decay in younger people, high rate of falls in older people, and high rates of domestic abuse and repeat offenders across Tameside.

**Financial Implications:  
(Authorised by the statutory  
Section 151 Officer)**

This report outlines commissioning intentions for the 2023/24, 2024/25 and 2025/26 financial year. The recommendations in this report are funded by both core Council funds (£0.056m) and government grants (£0.294m), £0.350m in total. See Appendix 1 for summary of proposed spend and budget.

The required budget is available for each of the schemes based on the information provided in sections 2 to 4 of the report below and recommendations above. As the policy implications above state, the commissioning intentions outlined in this report will have health and care benefits for the borough which should help reduce demand and financial pressures on Adults & Childrens Services and also the wider care system.

The report is requesting a contract variation for recommendation (i) and a direct award for recommendations (ii, iii & iv).

The service has ensured that appropriate break clauses are included within the commissioned contracts. This will ensure that safeguards are in place should the commissioned services need to be withdrawn.

It has been evaluated that the direct award will provide value for money through high impact low cost delivery. This will be continued to be reviewed as the contract progresses via standard contract monitoring.

**Legal Implications:  
(Authorised by the Borough  
Solicitor)**

The commissioning intentions detailed in this report are being supported by STAR procurement to ensure that compliant procedures are followed and that best value is achieved for the council.

**Risk Management:**

Risks will be identified and managed by the appropriate officers.

**Background Information:**

The background papers relating to this report can be inspected by contacting



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## 1 INTRODUCTION

- 1.1 The report summarises the strategic commissioning plan of Population Health outlining activity, which will take place during 2024-2025 thus ensuring effective resource planning and delivery of effective services to meet demands across the population around a range of health issues. This is to be achieved by executing the available contract extensions for some contracts whilst options appraisals are carried out to inform the future OJEU, (The Official Journal of the European Union), tender exercises. This report seeks authorisation to proceed with the individual commissioning proposals as outlined in the recommendations at the front of the report.

## 2 RESPONSIBILITY FOR TESTING AND TREATING SEXUALLY TRANSMITTED INFECTIONS'S (STIs) – INCREASED TESTING CAPACITY IN LOCALA

- 2.1 The Integrated Sexual and Reproductive Health Service is jointly commissioned by Tameside and Stockport Council and is delivered by Locala Health & Wellbeing who were awarded a five year contract which commenced on 1<sup>st</sup> April 2022.
- 2.2 Part of the Sexual and Reproductive Health Service offer in Tameside, a mandated function of the local authority, is to provide access to testing and treatment for sexually transmitted infections (STIs).
- 2.3 The majority of testing is carried out within specialist sexual health services. Current guidance for the general public is to undertake an STI screen, including an HIV test, at least once a year if having sex without a condom with new or casual partners – even if they do not have any symptoms. Those who have multiple or anonymous partners should be tested more frequently (e.g. every 3 to 6 months)<sup>1</sup>.
- 2.4 STIs are a major public health concern. STIs can be stigmatising, may seriously impact the health and wellbeing of individuals, and are costly to healthcare services. If left undiagnosed and untreated, common STIs may cause complications and long-term health problems, including pelvic inflammatory disease, ectopic pregnancy, postpartum endometriosis, infertility, and chronic abdominal pain in women, adverse pregnancy outcomes and cardiovascular and neurological damage<sup>2</sup>.

### **Local statistics on STI<sup>3</sup>**

- 2.5 Overall, the rate of new STIs in Tameside has been lower than the national average in recent years. However there have been big increases in 2020 and 2021 in the rate of some infections, particularly syphilis in Tameside.
- 2.6 A total of 925 new STIs were diagnosed in residents of Tameside in 2021. This represents a particular increase compared to the previous year, especially for syphilis diagnoses. These STIs and the increases seen disproportionately impact some groups including gay and bisexual men, young people aged 15-24, people of Black Caribbean ethnicity, and those living in the most deprived areas.

**Table 1.** Diagnosis rates per 100,000 population of STIs in Tameside and England: 2020-2021<sup>4</sup>

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<sup>1</sup> <https://ukhsa.blog.gov.uk/2022/10/04/stis-get-tested-get-treated/>

<sup>2</sup> <https://www.gov.uk/government/publications/health-matters-preventing-stis/health-matters-preventing-stis>

<sup>3</sup> <https://www.gov.uk/government/statistics/sexually-transmitted-infections-stis-annual-data-tables/sexually-transmitted-infections-and-screening-for-chlamydia-in-england-2021-report>

<sup>4</sup> <https://fingertips.phe.org.uk/profile/sexualhealth/>

Diagnosis	2020	2021	% change 2020 to 2021 <sup>5</sup>	Rank among similar UTLAs/UAs <sup>5</sup>	Rank within England: 2021 <sup>6</sup>	Value for England: 2021
New STIs	351.8	407.3	15.8%	10	91	551.0
New STIs (exc chlamydia aged <25)	258.0	299.0	15.9%	8	77	394.5
Chlamydia	168.6	197.7	17.2%	13	110	282.0
Gonorrhoea	48.9	67.4	37.8%	4	62	90.3
Syphilis	7.0	24.2	243.8%	1	25	13.3
Genital warts	42.3	46.2	9.4%	5	71	50.0
Genital herpes	21.1	20.7	-2.1%	12	139	38.3

### Sexual Health & Testing Demand

2.7 The most recent spend comparison data available on the national Spend Comparison Tool is from 2019/20. It reveals that spend on sexual health in Tameside (£6.90) is low per head of population compared to GM partners, statistical neighbours (£9.13) and England average (£10.38)<sup>7</sup>. This provides the commissioned service with limited flexibility to adapt to demand increases.

2.8 Quick access to online orders for test kits is a vital route to increase testing, find and treat infections and stop further spread. The current core service sets an annual budget of £0.060m p.a. for this provision, but demand for this is currently vastly outstripping the budget, with demand into the sexual health service generally increasing. This is combined with a reduction in our out-of-area spend for Tameside residents attending sexual health clinics in other parts of the country, which we are mandated to pay for. So this is a positive reflection on our local service offer, with more local people attending and receiving support from our local services. This also provides an opportunity to re-align existing budgets to provide additional resource to the local service for STI testing, from the underspend in out-of-area charges.

### Gap in current offer

2.9 Online digital testing kits are seeing the highest demands. Locala provide this testing for older adults, with Brook providing testing for adults and young people under 25s. However younger men cannot currently access syphilis and gonorrhoea testing, yet this is a target group for STI testing. Widening the testing offer would ensure younger men can access these tests. The table below summarises current testing provision.

Provider	Test kits available	Applicable age group
Locala Health & Wellbeing	<ul style="list-style-type: none"> <li>Chlamydia and gonorrhoea (including triple site testing which is usually more relevant for MSM)</li> <li>HIV</li> </ul>	Aged 25 and over

<sup>5</sup> These are Tameside and its 15 statistical nearest neighbours, excluding those where values were suppressed due to small numbers. First rank has the highest value. Nearest neighbours are derived from [CIPFA's Nearest Neighbours Model](#).

<sup>6</sup> Out of 149 UTLAs/UAs in England, excluding those where values were suppressed due to small numbers. City of London and Isles of Scilly are always excluded. First rank has the highest value. Where the value was 0, ranks are based on order of local authority names.

<sup>7</sup> [https://analytics.phe.gov.uk/apps/spend-and-outcomes-tool/#!/spend\\_benchmark](https://analytics.phe.gov.uk/apps/spend-and-outcomes-tool/#!/spend_benchmark)

	<ul style="list-style-type: none"> <li>• Syphilis</li> </ul>	
Brook	Chlamydia and gonorrhoea (mostly single site testing which is usually more relevant for heterosexual people)	Aged under 25s
SH:24 (National free testing)	HIV	Aged 16 and over

### **Funding Proposal**

- 2.10 To improve the testing offer for young men and to better meet the increased demand for STI testing via the digital route within Locala, it is proposed that £0.020m one-off in-year funding is provided to Locala to increase the number of test kits available. This will enable increased access and will also produce more robust data around who is using these kits and what future budget setting should look like.
- 2.11 This will be funded within the current Population Health budget, from the in-year underspend in out of area charges via the established GM cross charging arrangements between different local authorities.
- 2.12 The GM cross charging methodology has been updated recently, resulting in annual fluctuations in payments between GM local authorities. This reflects the payments Tameside make and receive for residents seeking sexual health treatment outside their area and is based on previous year's data between GM authorities to enable a set process of cross-charging. A reduction in claims have meant there is a balance of £0.051m available in the budget in 2023/24.
- 2.13 It should be noted that Locala are commissioned via a joint contract with Stockport MBC, with Stockport as the lead commissioner. Stockport MBC has already awarded £0.020m for Locala to provide additional test kits, so this paper seeks to secure equivalent in year investment for Tameside residents.

### **Commissioning Approach**

- 2.14 This report seeks approval to award a maximum sum of £0.020m to Locala Health & Wellbeing during 2023/24 by way of a variation to the current contract. This is permissible within the contract as the cumulative value of this modification is less than 10% of the original contract value.
- 2.15 Population Health will work with STAR procurement to modify the contract in line with the requirements for modifications of this type.

## **3 AGE UK – FALLS PREVENTION SERVICE**

- 3.1 Falls and fall-related injuries are a common and serious problem for older people, and are the largest cause of emergency hospital admissions. A fall or injury can have a devastating effect on the individual's independence, confidence and quality of life, often leading to inactivity and further decline. However, falling is by no means inevitable and the worst effects of a fall are often preventable.
- 3.2 Age UK are currently commissioned to deliver a falls prevention service which forms part of the Tameside Falls Prevention Pathway that supports older people following a fall. The aim is to reduce falls amongst Tameside residents aged 65 and over, to support them to stay at home, in good mental and physical health, and remain independent for as long as possible. This will reduce demand on residential, hospital care and intensive care at home and maximise the quality of life for older people. The service has specific objectives to:
- Identify and help people at higher risk of falls or who have already fallen.

- deliver a falls prevention programme (secondary prevention)
- deliver a universal falls prevention marketing programme

3.3 Performance monitoring has highlighted the value in the work Age UK carry out for our Tameside residents. There have been many successes over the last 12 months including –

- Falls prevention courses delivered to professionals
- Referral to the service have remained high
- Nutrition and hydration information and advice is given to older people
- Falls prevention information, community drop ins and outreach sessions continue to be successful
- 476 people have received falls prevention information and advice in period 22-23
- 100% of clients would recommend the service and more than half go on to complete regular exercise and keep themselves safe and well

There is currently a waiting list for this service.

3.4 The contract for this service forms part of a wider Age UK contract led by Tameside Adult Services. The proposal is to work with STAR to seek an exemption to Procurement Standing Orders and issue a direct award to Age UK for a period of 12 months from 1 April 2024 to 31 March 2025 whilst a review of the falls prevention commissioned programme across community and the acute trust takes place.

3.5 Population Health contribute £0.036m per annum in funding to commission the Falls Prevention element of the service. The contract is due to expire on 31<sup>st</sup> March 2024.

#### **Commissioning Approach**

3.6 Adults Services, as Lead Commissioner, and Population Health are reviewing the arrangements for this contract and working closely with STAR Procurement to undertake an appraisal of the different procurement options available.

3.7 Permission is sought to;

- Continue to fund the Falls Prevention service at a cost of £0.036m pa for a further period of 12 months from 1 April 2024 to 31 March 2025.
- Work with STAR to seek an exemption to issue a Direct Award to Age UK for a duration of 12 months from 1 April 2024 to 31 March 2025.

#### **4 DOMESTIC ABUSE SERVICES – PROGRAMMES TO DELIVER ON PERPETRATOR NEEDS ASSESSMENT RECOMMENDATIONS**

4.1 In 2021/22 Operations and Neighbourhoods coordinated a GM-wide bid to the Home Office via the Greater Manchester Combined Authority to introduce a variety of perpetrator programmes, improving the availability of support targeted at perpetrators of domestic abuse. The programmes are evidence-based and aim to address known issues in relation to domestic abuse offending through a mixture of approaches.

4.2 In Tameside the focus of the delivery was to expand the Roots Tenancy Support and Compliance Service (for high risk multi-agency public protection arrangement and prolific and priority offenders) to work with perpetrators of domestic abuse who were engaging with the service in relation to homelessness. The aim of this targeted intervention was to support perpetrators of domestic abuse to gain and maintain independent living, and reduce the risk of re-offending.

4.3 The total amount of grants funding awarded to Tameside, via GMCA, was £0.490m over two years. There have been challenges with the existing Roots programme, and as further expansion was not possible during 2021/2022 the funding was allowed to be carried forward. This gives an opportunity to align the programme objectives to the recently

completed perpetrator needs assessment.

- 4.4 It is proposed that some of this funding is used to fund two pilots in Tameside, the Domestic Abuse Perpetrator Pilot and the Caring Dad's Pilot, for a period of two years at a total cost of £0.290m, see table below for breakdown of cost. The remainder of the grant will be used to support activities specifically linked to the delivery of the recommendations arising from the perpetrator needs assessment.

<b>Discretionary Grant Fund</b>	<b>£0.490 m</b>
Cost of Domestic Abuse Perpetrator Pilot	- £0.248m
Cost of Caring Dad's Pilot	- £0.046 m
<b>TOTAL REMAINING</b>	<b>£0.196 m</b>

- 4.5 All activity will be agreed by the Domestic Abuse Steering Group and will be commissioned in line with procurement regulations and in consultation with STAR procurement.

#### **Domestic Abuse Perpetrator Pilot**

- 4.6 The original project has faced challenges in relation to the engagement of perpetrators and therefore GMCA has agreed to amend the project allowing Tameside to work with a specialist perpetrator organisation to deliver the pilot in the following ways:

- The specialist provider, Talk Listen Change will employ a dedicated engagement worker who will be based within the homelessness team to support the engagement of perpetrators and undertake early intervention work.
- The service will also provide training for the wider homelessness staff team to support them to identify and engage with perpetrators within the service.
- Spot purchase of a minimum of 20 places per year on a behaviour change programme, which the provider will commit to delivering in the Tameside area.

- 4.7 The report seeks approval to proceed with the pilot project for a period of two years from 1 September 2023 at cost of:

- £0.094m for the engagement worker (including on costs)
- £0.150m spot purchase of an initial 40 places on the behaviour change programme (enabling a course to be delivered locally)
- £0.004m for training of the homelessness teams (up to maximum of 45 people).

- 4.8 Following advice from STAR the proposal is that funding for the Domestic abuse and homelessness pilot will be awarded to Talk, Listen, Change (TLC) as a direct award. The places on the behaviour change programme will be on a spot purchase arrangement with Talk, Listen, Change (TLC).

- 4.9 On the advice of STAR, a competitive route for this work is not proposed, as Talk, Listen, Change (TLC) led and submitted the bid on behalf of GMCA and are the only provider of this work in the area. An additional benefit is that as an existing provider, they will be able to mobilise the work with perpetrators in Tameside quickly. The programme will be monitored to ensure value for money and impact.

#### **Commissioning Approach**

- 4.10 Permission is sought to work with STAR procurement to issue a Direct Award to Talk, Listen, Change (TLC) for a duration of 2 years at a cost of £0.248m. STAR have advised that a direct award is permissible as Talk, Listen, Change (TLC) are the only provider of this work in the area.

#### **Caring Dad's Programme Pilot**

- 4.11 The Caring Dads programme is a 17 week structured programme to address men's abusive behaviours within families. It is based on a model developed in Canada, informed by research which indicates that men are more likely to engage with services to address their behaviour if they think it will benefit their relationship with their children. The programme must be

delivered by accredited facilitators who have completed the Caring Dads' facilitator training.

- 4.12 In February 2023 the Council funded two places on the Caring Dad's facilitator training for staff from LEAP children's centre, (LEAP is part of St Peter's Partnership). The staff had been delivering a self-developed programme for Dads who had been using harmful behaviours within the family home. The project was funded by a Community Safety Grant.
- 4.13 Best practice when working with perpetrators of domestic abuse is to deliver accredited, evidence based programmes due to the level of risk involved in the work. In order to ensure that the work being delivered by LEAP was in line with best practice it was agreed to move towards a Caring Dads model.
- 4.14 In order to benefit from the training and to support a strong perpetrator offer for Tameside the report is seeking permission to award £0.046 to LEAP to enable the delivery of the Caring Dads programme for two years.
- 4.15 Following advice from STAR the funding for the Caring Dads pilot will be transferred to LEAP as a direct award.
- 4.16 Advice from STAR did not recommend a competitive route for this work as LEAP are the only accredited facilitators of the Caring Dad's programme within Tameside. An additional benefit is that as an existing provider, they will be able to begin delivery of the programme in Tameside quickly.

#### **Commissioning Proposal**

- 4.17 Permission is sought to work with STAR procurement to issue a Direct Award to LEAP for a period of two years from 1 September 2023 at a cost of £0.046m. STAR have advised that a Direct Award is permissible as LEAP are the only accredited facilitators of the Caring Dad's programme within Tameside.

## **5 RECOMMENDATIONS**

- 5.1 As set out at the front of the report.



## APPENDIX 1

<b>SUMMARY OF PROPOSED SPEND</b>									
<b>NAME OF PROVIDER</b>	<b>TYPE OF SERVICE</b>	<b>PROPOSED 2023/24 SPEND (£m)</b>	<b>PROPOSED 2024/25 SPEND (£m)</b>	<b>PROPOSED 2025/26 SPEND (£m)</b>	<b>PROPOSED CUMULATIVE YEAR SPEND (£m)</b>	<b>LEAD COMMISSIONER</b>	<b>ANNUAL BUDGET</b>	<b>COST CENTRE</b>	<b>FUNDING SOURCE</b>
Locala	Increase the number of STI test kits available	£0.020	£0.000	£0.000	£0.020	Pamela Watt	£0.070	HH100302	Core Funding
Age UK	Falls Prevention	£0.000	£0.036	£0.000	£0.036	Sarah Whittle	£0.036	HH300600	Core Funding
Not yet identified	Domestic Abuse Perpetrator Pilot	£0.072	£0.124	£0.052	£0.248	Lisa Morris	£0.124	RR100400	Grant Funded
Not yet identified	Caring Dad's Pilot	£0.013	£0.023	£0.010	£0.046	Lisa Morris	£0.023	RR100400	Grant Funded
<b>Total</b>		<b>£0.106</b>	<b>£0.183</b>	<b>£0.061</b>	<b>£0.350</b>		<b>£0.253</b>		