

Report to: STRATEGIC COMMISSIONING BOARD

Date: 30 September 2020

Executive Member: Councillor Eleanor Wills, Executive Member, Health, Social Care and Population Health

Clinical Lead: Dr Christine Ahmed, Starting Well

Reporting Officer: Jessica Williams, Director of Commissioning
Debbie Watson, Assistant Director of Population Health

Subject: TAMESIDE AND GLOSSOP CHILDREN AND YOUNG PEOPLE'S EMOTIONAL AND MENTAL WELLBEING COMMUNITY OFFER – TENDERING

Report Summary: Following the agreement at SCB in April 2020 to the principle of pooling Population Health and Clinical Commissioning Group funding, authorisation is required to tender for a Tameside and Glossop Children and Young People's Emotional and Mental Wellbeing Community Offer

- Recommendations:**
1. That approval is given to tender for the Tameside and Glossop Children and Young People's Emotional and Mental Wellbeing Community Offer, with a 3+2 year contract, with an annual value of £250,000, totalling £1,250,000 over 5 years.
 2. That SCB agree to receive a report with recommendations on the agreed design of the contract to be procured and how Children's voice has been heard together with the clear deliverables to be achieved, how it meets priorities together with how it will be monitored and consequences for non achievement and any TUPE issues.

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| Financial Implications: (Authorised by the statutory Section 151 Officer & Chief Finance Officer) | Budget Allocation (if Investment Decision) CCG or TMBC Budget Allocation | £ 0.250 Million £0.108 Million – TMBC Population Health £ 0.142 Million - CCG Section 75 |
| | Integrated Commissioning Fund Section – s75, Aligned, In-Collaboration Decision Body – SCB Executive Cabinet, CCG Governing Body | Strategic Commissioning Board |
| | Value For money Implications – e.g. Savings Deliverable, Expenditure Avoidance, Benchmark | Evidence underpinning proposals demonstrates value for money when implemented in other localities. |

Additional Comments

The Council investment towards this pooled proposal will be financed via the existing Population Health revenue budget

The CCG investment is congruent with both national and local Mental Health Strategy and recurrent budgets are incorporated

into the CCG's financial plans.

Members should note that the CCG must demonstrate an increase in Mental Health expenditure in 2020/21 of 5.28% greater than in 2019/20. However this is significantly higher for Children and Young People investment which is 9.5%. The proposal set out within the report will both support the long term plan strategic programme and ensure the CCG meets its financial obligations and targets for 2020/21. The Planned future growth target for meeting the MHIS in 2021/22 must demonstrate a minimum increase of 3.51%.

It is important that the contract (when awarded) is delivered within the budgets identified in section 3.1 and performance is closely monitored to ensure the outcomes are in line with both qualitative and quantitative expectations.

In addition it is also essential that the tender specification clearly states that the proposed annual budget allocation may be subject to reduction once 2021/22 (and future year) funding settlements for both the Council and CCG are known. This is unlikely to be until late Autumn 2020.

Members will be advised should this be the case and the related implications on the expected performance outcomes when the contract award report is presented to SCB at a later date.

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

It is essential that a compliant procurement exercise is undertaken to deliver this procurement. Therefore STAR have been engaged to provide support on the process to ensure that it is appropriate and robust to challenge. The Council's Standing Orders and Contract Procedure Rules must also be complied with.

As part of that support STAR may also be required to advise on Transfer of Undertakings Protection of Employment Rights Regulations (TUPE) as there may be some TUPE considerations depending on the proposals for how the new service will be delivered.

The outcome of the procurement exercise will be returned to SCB in order to consider review the outcome of the exercise and to make the decision to award the contract.

**How do proposals align with
Health & Wellbeing Strategy?**

The tender of a Tameside and Glossop Children and Young People's Emotional and Mental Wellbeing Community Offer, supports broadly the Starting Well element of the life course approach, with a particular focus on reducing inequalities and enabling ease of access to emotional and mental wellbeing support, that is flexible to the needs of children and young people.


**How do proposals align with
Locality Plan?**

The tender of a Tameside and Glossop Children and Young People's Emotional and Mental Wellbeing Community Offer aligns with the Locality Plan by supporting the Voluntary Community, Faith and Social Enterprise Sector and by ensuring the very best start in life for children and young people through personalised approaches to wellbeing.

| | |
|--|--|
| How do proposals align with the Commissioning Strategy? | The service contributes to the Commissioning Strategy by: <ul style="list-style-type: none"> • Empowering citizens and communities; • Commission for the 'whole person'; • Create a proactive and holistic population health system. |
| Recommendations / views of the Health and Care Advisory Group: | Will be added following presentation to HCAG. |
| Public and Patient Implications: | The development of a Children and Young People's Emotional and Mental Wellbeing Community Offer, will be co-produced with children and young people themselves. An engagement company, Worth-it, has been commissioned to support this process in line with our commitment to put children and young people at the heart of the procurement process. By tendering for a Tameside and Glossop Children and Young People's Emotional and Mental Wellbeing Community Offer through pooled existing resources, the support for children and young people's emotional and mental wellbeing will be more integrated and thus more connected and accessible for the for public and service users. |
| Quality Implications: | Tameside Council is subject to the duty of Best Value under the Local Government Act 1999, which requires it to achieve continuous improvement in the delivery of its functions, having regard to a combination of quality, economy, efficiency and effectiveness. |
| How do the proposals help to reduce health inequalities? | The nature of the Offer will enable children and young people to access support and early interventions for their emotional and mental wellbeing at the right time and in the right place, without the needs to meet thresholds. |
| What are the Equality and Diversity implications? | An Equality Impact Assessment will be conducted alongside the co-producing the Offer with children, young people and partnership to ensure the offer is accessible to all. |
| What are the safeguarding implications? | There are no safeguarding implications associated with this report. Where safeguarding concerns arise as a result of the actions or inactions of the provider and their staff, or concerns are raised by staff members or other professionals or members of the public, the Safeguarding Policy will be followed. |
| What are the Information Governance implications? Has a privacy impact assessment been conducted? | Information governance is a core element of all contracts. The necessary protocols for the safe transfer and keeping of confidential information are maintained at all times by both purchaser and provider. A privacy impact assessment has not been carried out. |
| Risk Management: | The Council will work closely with the provider to manage and minimise any risk of provider failure consistent with the providers contingency plan. |
| Access to Information: | The background papers relating to this report can be inspected by contacting the report writer, Pat McKelvey, Head of Mental Health and Learning Disabilities and Charlotte Lee, Population |

Health Programme Manager.

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1. INTRODUCTION

- 1.1 Following the approval of the refreshed Tameside and Glossop Children and Young People's Emotional Wellbeing and Mental Health Transformation Plan (**Appendix 1**) at the Strategic Commissioning in April 2020, including the business case for the 2020/21 priorities, the following report provides further detail and seeks approval to tender for a Children and Young People's Emotional and Mental Wellbeing Community Offer.
- 1.2 The NHS Long Term Plan¹, the Future in Mind report² and the Tameside and Glossop Children and Young People's Emotional Wellbeing and Mental Health Transformation Plan outlines ambitious service transformation and commissioning to approach increase access and range of support for children and young people's emotional wellbeing and mental health. The tender of a Tameside and Glossop Children and Young People's Emotional and Mental Wellbeing Community Offer will support this ambitious transformation by co-producing the offer with children, young people and local partners, as well as seeking all opportunities to reducing inequalities and improving and increasing ease of access to support.

2. THE PICTURE OF EMOTIONAL WELLBEING AND MENTAL HEALTH

- 2.1 The emotional wellbeing of children is just as important as their physical health.
- 2.2 The majority of children and young people are happy with their lives, but it remains the case that many are not. Nationally it is reported that age is consistently associated with decreasing wellbeing in children and young people as they get older, and the rates of mental disorders increased with age.
- 2.3 Nationally, there are also important variations in wellbeing by age and gender, small variations by free school meal status in children, and potentially by ethnicity in young people³.
- 2.4 Furthermore one in eight (12.8%) 5 to 19 year olds had at least one mental disorder when assessed in 2017. Specific mental disorders were grouped into four broad categories: emotional, behavioural, hyperactivity and other less common disorders. Emotional disorders were the most prevalent type of disorder experienced by 5 to 19 year olds in 2017 (8.1%)⁴.
- 2.5 Regionally, children and young people make up a third of the Greater Manchester population and it is forecasted that the 0 -15 year old cohort will be one of the fastest growing groups over the next 5 years. The Office for National Statistics (ONS) population estimates projects by 2025 there will be over 732,000 0-19 years' olds in Greater Manchester.
- 2.6 Figure 1 below illustrates the estimated number of children with mental health disorders aged 5-17 years within each locality across Greater Manchester with the prevalence in Tameside and Glossop at 12.25%⁵.

¹ <https://www.longtermplan.nhs.uk/>

² https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/414024/Childrens_Mental_Health.pdf

³ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/838022/State_of_the_Nation_2019_young_people_child_ren_wellbeing.pdf

⁴ <https://digital.nhs.uk/data-and-information/publications/statistical/mental-health-of-children-and-young-people-in-england/2017/2017>

⁵ https://fingertips.phe.org.uk/profile-group/mental-health/profile/cypmh/data#page/3/gid/1938133090/pat/46/par/E39000037/ati/152/are/E38000182/iid/93587/age/221/sex/4/cid/4/page-options/cin-ci-4_ovw-do-0_car-do-1

Figure 1 Greater Manchester Estimated number of children with mental health disorders aged 5-17 years

| Area | Recent Trend | Neighbour Rank | Count | Value | Count - Count | |
|---|--------------|----------------|-------|-------|---------------|--------------|
| | | | | | 95% Lower CI | 95% Upper CI |
| England | - | - | - | - | - | - |
| Greater Manchester NHS region | - | - | - | - | - | - |
| NHS Manchester CCG | - | - | - | 9,919 | 9,307 | 10,610 |
| NHS Wigan Borough CCG | - | - | - | 6,047 | 5,677 | 6,466 |
| NHS Bolton CCG | - | - | - | 5,810 | 5,454 | 6,213 |
| NHS Stockport CCG | - | - | - | 5,483 | 5,147 | 5,862 |
| NHS Oldham CCG | - | - | - | 5,124 | 4,810 | 5,479 |
| NHS Trafford CCG | - | - | - | 4,959 | 4,655 | 5,303 |
| NHS Tameside And Glossop CCG | - | - | - | 4,838 | 4,541 | 5,174 |
| NHS Salford CCG | - | - | - | 4,584 | 4,302 | 4,903 |
| NHS Heywood, Middleton And Rochdale CCG | - | - | - | 4,470 | 4,195 | 4,780 |
| NHS Bury CCG | - | - | - | 3,759 | 3,528 | 4,020 |

2.7 Furthermore in Tameside and Glossop children and young people’s outcomes are generally worse than the national and England averages, which has been recently illustrated in the [2020-2022 Tameside Early Help Strategy](#) and in particular looking at the impact of poverty, substance misuse and domestic abuse.

2.8 Finally there is growing evidence to highlight how the impact of COVID-19 has negatively impacted on the population’s mental health and health inequalities⁶, including those for children and young people. This include but not exclusive to the loss of routine, feeling disconnect from friends and family, anxiety about virus from clinical and non-clinical perspective, as well as bereavement⁷.

3. POSITION OF A CHILDREN AND YOUNG PEOPLE’S EMOTIONAL AND MENTAL WELLBEING COMMUNITY OFFER

3.1 The development of a Tameside and Glossop Children and Young People’s Emotional and Mental Wellbeing Community Offer is brought about through the pooling of existing and new resources, as outlined in the following table:

| Existing Budget | Amount (annual) | Funding Stream |
|------------------------------------|-----------------|--|
| Young People’s Counselling Service | £108,000 | Population Health Contract |
| Open access drop in sessions | £45,000 | Clinical Commissioning Group (CCG) Grant |
| 42nd Street young people’s support | £33,000 | CCG Grant |
| Additional investment | £64,000 | CCG |
| Total | £250,000 | |

3.2 The current counselling contract and the abovementioned grants come to an end on the 30 June 2021, opening an opportunity to pool resources to co-produce an effective and efficient Community Offer with children, young people and local partners, which can be live from the 1 July 2021.

⁶ <https://www.health.org.uk/news-and-comment/blogs/emerging-evidence-on-covid-19s-impact-on-mental-health-and-health>
⁷ <https://www.rcpch.ac.uk/resources/covid-19-research-studies-children-young-peoples-views>

- 3.3 Whilst authorisation is sought for the procurement method described in section 4, below, it is important to recognise that the specification for the Tameside and Glossop Children and Young People's Emotional and Mental Wellbeing Community Offer, will not be written based on what purely adults believe what children and young people need, but will be co-produced over Autumn 2020 with children and young people, as well as local partners and experts.
- 3.4 To date, in line with the public reform principles set out in the Tameside and Glossop Corporate Plan and the LISTENing Framework, engagement workshops and surveys have been conducted over Summer 2020 with approx. 300 children and young people with and without lived experience of poor mental wellbeing from Tameside and Glossop. This engagement has begun an eye-opening narrative to what children and young people need for their emotional and mental wellbeing, and what they believe a Children and Young People's Emotional and Mental Wellbeing Community Offer should look like. The report regarding this engagement can found in the appendix 2 (not available until early September).
- 3.5 Whilst the specification will be coproduced over Autumn 2020 before entering a procurement exercise, paramount to the Community Offer will be a set of principles that include but exclusive of:
- Co-production – 'nothing about me without me';
 - Partnership and collaborative working;
 - Assets based;
 - Place-based working;
 - A focus on prevention and early intervention; and
 - Evidence led.
- 3.6 With the interest in prevention and early intervention the Community Offer will be an integral part to the delivery of the THRIVE model (in particular to the 'Getting Advice', 'Getting Help' quadrants) and a commissioning component to the Local Transformation Plan. The Children and Young People's Emotional and Mental Wellbeing Community Offer will deliver to children and young people between the ages of 10 and 18 in Tameside and Glossop.

4. PROCUREMENT STANDING ORDER SEEKING AUTHORISATION TO PROCEED

- 4.1 Joint work with STAR has been ongoing with this tender project, including the completion of a Project Initiation Document (PID) and STAR will be providing procurement support to the Commissioners. It is the intention to run this exercise as a light touch regime under the 'health' CPV codes.
- 4.2 The intention is to undertake a Competitive Dialogue process, which includes further stages within an open tender to allow negotiation and discussions to take place with the bidders in order to achieve the most economically advantageous tenderer. With the history of this procurement and the relationship with the incumbent provider, it is recognised that a Competitive Dialogue process will allow bidders to develop alternative proposals in response to the Strategic Commission's outline requirements. It will also allow us to mitigate any issues with the tender process or providers before award takes place. Only when the Strategic Commission is satisfied that bidders proposals are developed to sufficient detail will tenderers be invited to submit competitive bids. The aims are to increase value by encouraging innovation and to maintain competitive pressure in bidding for specific contracts.

5. VALUE OF CONTRACT

- 5.1 The annual contract value for the Tameside and Glossop Children and Young People's Emotional and Mental Wellbeing Community Offer would be £250,000. Moreover subject to approval for a 3+2 year contract, the total contract value £1,250,000.

5.2 This can be broken down to understand the different funding streams for total contract value, which equates to £540,000 from Population Health and £710,000 from the CCG.

6. PROCUREMENT TIMETABLE

| Activity | |
|--|----------------------------------|
| Market engagement event | 19 August 2020 |
| Strategic Commissioning Board – Sign Off | 30 September 2020 |
| Co-production workshops x 6 | September and October 2020 |
| Specification development | November 2020 |
| Issue of Invitation to Tender | 7 December 2020 |
| Clarification Question Deadline | 4 January 2021 |
| Tender submission date | Friday 8 January 2021 at 12 noon |
| Evaluation of tenders | 11 January – 25 January 2021 |
| Competitive Dialogue | W/C 1 or 8 February |
| Final Call for Tender Submission | 15 February – 1 March 2021 |
| Final Call for Tenders Evaluation | 1 March - 12 March 2021 |
| Standstill period begins | Friday 19 March 2021 |
| Standstill period ends | Monday 29 March 2021 |
| Expected date of Contract Award | 1 April 2021 |
| Contract Commencement Date | 1 July 2021 *subject to TUPE |

7. RECOMMENDATIONS

7.1 As set out at the front of the report.