



London Borough of Hackney – Decisions taken by the Cabinet Procurement and Insourcing Committee on Monday, 5 February 2024

Decisions listed below that are Key Decisions will come into force and may then be implemented on the expiry of 5 clear working days unless called-in by at least 5 non-executive members in writing and submitted to the Monitoring Officer using the form; [Executive Decision Call-in Request](#).

Date of Publication: 5 February 2024
Last Date for Call-In: 12 February 2024

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Items considered in public

7	AHI S210 Stop Smoking Service Re-procurement Contract Award	<p>RESOLVED:</p> <p>1. To agree an award of the City and Hackney Stop Smoking Service contract to Provider A for a period of up to five years (3+1+1) from the 1st of July 2024. The total value of the contract will be a maximum of £5,698,595. This will be made up of up to £3,583,700 in core service spending (An average of £716,740 per year). There will also be up to £500,000 of central government funding to be allocated towards Optional Additional Work Packages and up to £339,978 per annum of additional central government funding to support local stop smoking services (as described in section 6.1 of the report).</p> <p>Reason(s) For Decision</p> <p>5.1 This report seeks to confirm the award of a contract for =a new Stop Smoking Service based on a redesigned service model and specification including an insourced service element.</p> <p>5.2 This option would seek to incorporate the latest evidence and best practice guidelines, as well as insights that have been gathered from resident and stakeholder engagement</p>
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		<p>and data analysis. For completeness the changes proposed for the new service are detailed below.</p> <p>5.2.1 Incorporate the latest guidance from NICE including lowering the age threshold from 18 to 12, continuing to offer behavioural support plus medication (now including nicotine-containing e-cigarettes for over 18s only) as the most effective way to support smokers to quit, with support tailored to the specific needs of individual smokers</p> <p>5.2.2 Integration/alignment of community and hospital-based stop smoking and tobacco dependency treatment service pathways.</p> <p>5.2.3 Strengthening and extending ongoing support for people to reduce risk of relapse and remain ‘smokefree’.</p> <p>5.2.4 Increase access to harm reduction approaches for those motivated to reduce their tobacco use but not yet ready to quit in one go.</p> <p>5.2.5 Specify a revised model for the City element, including new activity targets (and corresponding adjustment to the City contribution to the service budget - see savings section 7), as well as additional capacity provided through the virtual Stop Smoking London portal (available through membership of the London Smoking Cessation and Tobacco Control Programme, funded separately).</p> <p>5.2.6 Insourcing of an enhanced community engagement function, through recruitment of a dedicated officer to be hosted by Hackney Council. It is proposed this would be a PO7 post and the budgeted amount for this is £80,000 per annum, which is included within the £800,000 financial envelope for this service detailed in the business case. This community engagement officer will work alongside the contracted provider and develop close partnerships with key local high risk/high prevalence communities, building on the</p>

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		<p>successes of the Public Health Community Champions programme. This partnership approach will aim to ensure the service is flexible to the wider needs of priority groups, helping to deliver on the new service's priority objective to reduce inequalities in tobacco related harm. The full scope of work for the insourced community engagement officer will evolve in response to community and service needs, but is expected to include:</p> <ul style="list-style-type: none"> • working with the service provider to build capacity in community organisations to deliver stop-smoking advice directly • supporting the co-development of tailored communications and targeted outreach to promote the service • building/strengthening relationships between high risk/prevalence communities and the service provider to maximise responsiveness and reach of the service • gathering insight from people in these communities to support ongoing service improvement and co-design to better meet the needs of smokers in City and Hackney. <p>5.2.7 Inclusion of a ringfenced outreach and engagement budget of £50k per year, to fund community partners to support the work with priority groups described above. This fund is part of the overall service budget and would be held and distributed by the provider. The provider will be required to work in close partnership with the insourced community engagement officer to co-design an approach for allocating this funding that is proportionate, fair and transparent.</p> <p>5.3 Since the start of the existing service in 2018, new guidance has been published by National Institute for Health and Care Excellence (NICE) on preventing smoking uptake, promoting quitting and treating dependence. Reprocurring this service with a redesigned service model allows us to take account of this guidance, as well as wider system changes such as those implemented through the NHS Long Term Plan, as well as more recent government announcements to achieve a 'smoke free generation'. Procuring a</p>

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		<p>redesigned service will ensure the new Stop Smoking Service is responsive to these changes in the wider policy and delivery context.</p> <p>5.4 This proposed new service would replace all existing provision (including community outreach, GP and pharmacy based Stop Smoking Services) and integrate with new NHS tobacco dependency treatment pathways. The new service proposals will build on learning from the coronavirus pandemic in seeking to work in partnership with the voluntary and community sector; co-designing and implementing a flexible service offer that meets the needs of those who would benefit the most, within communities where tobacco harms are high but uptake of local Stop Smoking Services has historically been low.</p> <p>5.5 The evaluation and co-design work has considered options for taking an holistic approach to supporting people to address multiple health risks and address wider needs that affect people’s smoking behaviour. It has considered the most appropriate delivery model for achieving the priorities for the new service (such as a single integrated service, lead provider network or multiple contract lots and insourced provision).</p> <p>5.6 Following a detailed benchmarking exercise, it was confirmed in the Business Case Report that the budget for the new service, whilst including the new/enhanced elements outlined above, can be reduced (see savings proposals in section 7).</p> <p>5.7 Following a number of central government announcements both prior to and during the tender being opened, this service has been designed to be flexible to the allocation of additional streams of central government funding. These streams include the Stop to Swap scheme, financial incentives for pregnant smokers and, most recently, the additional funding for local Stop Smoking Services announced by the Prime Minister in early October 2023 (see section 6.1.1)</p>

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		<p>Alternative Options (considered and rejected)</p> <p>5.8 Option 1 - End the service at the currently scheduled end date of 30/06/2024 and do not commission a new Stop Smoking Service</p> <p>This option would allow for savings to the Council, however in doing so it would end a vital service for the tens of thousands of smokers living locally and would, therefore, have a detrimental impact on population health and risks increasing health inequalities in City and Hackney. This option does not take account of the significant health harms caused by smoking in the local context:</p> <ul style="list-style-type: none"> • smoking is the primary cause of premature death and preventable illness in England - one in two long term smokers will die from a smoking-related disease • the annual societal costs of smoking in Hackney are estimated at over £100m each year (equivalent data are not available for the City) • according to data from the Annual Population Survey in 2021, smoking prevalence in Hackney amongst adults (age 18+) was 14.2%, higher than our 15 'statistical neighbours' (again, equivalent data are not available for the City). <p>Whilst ending the service would release short-term savings, it should be noted that stop smoking interventions are the most cost effective (often cost 'saving') of all public health interventions and have the greatest impact on reducing health inequalities (along with domestic violence prevention).</p> <p>5.9 Option 2 - Reprocurring the Stop Smoking Service based on the current service model and specification</p> <p>The current Stop Smoking Service performs well for those who use it. Hackney's</p>

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		<p>outcomes ranked 3rd out of 16 in 2020 when compared to its statistical neighbours for both “smokers setting a quit date” and for “self-reported successful quits at 4 weeks”. Hackney’s performance against these national smoking indicators is also consistently above the England average.</p> <p>However, the service has been less successful in attracting referrals from some high risk groups and high prevalence communities (including pregnant/post partum women, smokers from the Turkish/Kurdish community and those in routine and manual occupations). A re-designed service that is more responsive to the wide-ranging needs of City and Hackney’s diverse smoker population will help to reduce stubborn inequalities in service uptake.</p> <p>5.10 Option 3 - Recommission a new Stop Smoking Service based on a (wholly outsourced) redesigned service model and specification</p> <p>This option allows for the incorporation of a number of improvements to the service model (see section 5.2) and ensures that the service is up to date with the latest guidance from NICE and the wider policy context(see section 5.3).</p> <p>Whilst this option considers the latest evidence and insight available for City and Hackney, this fully outsourced Stop Smoking Service model does not give full regard and commitment to the Hackney Labour Manifesto 2022-26 to review all outsourced services, with a view to bringing them in-house. A fully outsourced option would exclude some of the key advantages to insourcing particular elements of this service, as detailed in section 5.2.6.</p>
8	CE S187 Universal Youth Services Centre Based (locality), Outreach and Detached Youth Programmes	<p>RESOLVED:</p> <p>1. To agree the procurement of up to 11 individual contracts for youth provision that are delivered through centre based (locality), outreach, peripatetic or detached</p>

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		<p>youth work arrangements. Each contract will run for a period of 3 years from 1st November 2024 with an option to extend for 2 years in yearly increments. The maximum budget for the services over five (5) years will be £3.5m (£700,000 p.a.).</p> <p>2. To agree to the extension of 13 existing Connecting Young Hackney, Lot 1 contracts for a maximum period of seven (7) months until the end of October 2024 at a maximum cost of £545K.</p> <p>Reason(s) For Decision</p> <p>5.1 The Council’s universal youth provision is currently delivered under a mixed economy of inhouse, and externally commissioned services from a number of Voluntary & Community Sector (VCS) organisations. This procurement seeks to contract with a range of providers to continue to complement the in-house offer and secure a comprehensive eco-system of support and opportunity for young people.</p> <p>5.2 The Connecting Young Hackney Framework was the previous vehicle used to provide a range of universal youth work programmes for children and young people aged 6-19 (and up to 25 for young people with SEND). The vehicle previously comprised two ‘Lots’; ‘Lot 1’ for Programmes delivered year round to improve the overall quality of life for children and young people in Hackney, and ‘Lot 2’ which was for time limited project based activities that respond to identified local needs. The Connecting Young Hackney Framework expired on 31st October 2020 and since then the contracts for Lot 1 have been individually extended until 31st March 2024 to allow for the completion of the review of Young Hackney and the previous Early Help Review (both of which inform the context for this procurement).</p> <p>5.3 This report seeks approval for the extension of seven months for the current individual contracts for Lot 1 in order to ensure continuity of service whilst the procurement</p>

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		<p>process is completed See Appendix 3.</p> <p>5.4 Following the decision not to extend the Lot 2 contracts beyond the end of October 2020 the monetary value of the procurement programme was converted to a new annual grants programme for children and young people to respond to the changing Hackney landscape, emerging needs, and to encourage engagement with smaller youth organisations. In its first year this programme made 28 grants, the majority of which went to smaller organisations and exceeded the expected total number of beneficiaries.</p> <p>5.5 The learning from the previous procurement, Council grants programme, Early Help Review, Hackney Young Futures Commission and Review of the Young Hackney Service (conducted Summer 2023) have informed the business case and specification for this procurement. The change of age group for this procurement reflects the recommendations of the independent review of Young Hackney and the findings of the Young Futures Commission. The Young Hackney Review recommends focusing provision on the older age group (10-19) as the area currently with the greatest unmet need. The review also recommends ensuring young people are involved in the design, development and delivery of activities that help to attract and retain young people who are 14 years and older, inclusive of youth leadership, volunteering and social action. In arriving at this recommendation the review included a range of consultations and feedback from children, young people and families, professionals, and members of the wider Hackney community. The review also sought best practice examples from other councils and research about what works.</p> <p>5.6 Hackney Young Futures [HYFC] was set up as an independent commission of the Council, and delivered the largest ever consultation exercise with young people in Hackney aged between 10 and 25, engaging with 2,400 young people. Contained within the recommendations is an ask for increased access opportunities to places, spaces and activities through the ‘lost hours’ between 3-7pm. The commission specifically</p>

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		<p>focuses on the needs of adolescents and its findings inform the service specification for this procurement which will prioritise the development of ‘Skills for Independent Adulthood’.</p> <p>5.7 It is noted that whilst the CYP grants programme has been successful in working with a greater number of small organisations to provide increased access to positive activities, that bids were not received for activities that meet the specific needs of young people at risk of offending and exploitation. Hackney data reported to the Youth Justice Board continues to evidence that the majority of offences are committed by children aged 15-17 years. This reinforces the need for diversionary opportunities, within safe travelling distance, that meet the interests of adolescents and enable them to develop knowledge and skills around how they can manage risk, make informed choices and stay safe.</p> <p>5.8 Since 2019 the Council has continued to review and redesign its early help offer to ensure its accessibility and impact. Hackney Council believes that some of the most important and valuable work that is currently provided to its children, young people and their families is what is known as ‘early help’ - an offer of universal and targeted support and opportunities designed to help children and young people have the best possible start in life. Effective early help at critical points in a child or young person’s life can significantly improve both their immediate situation and their overall life chances. Youth work is an important component of the continuum of support which encourages learning and personal and social development; developing confidence, agency, self-regulation, consideration, aspiration and other personal assets that support future success.</p> <p>5.9 One of the key findings of the Early Help Review has been the need to ensure that Early Help is organised on a locality basis so families can access support in a space that they find comfortable. Locality based working was similarly supported through the independent review of the Young Hackney Service. Organising the Services commissioned on a locality basis and within cultural specific communities will enable</p>

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		<p>relationships to be formed across organisational boundaries to better support families; providing an informal route for residents and partners to learn more about what help is available and to ensure that Universal Services are effectively sign-posted.</p> <p>5.10 Whilst focused primarily on the delivery of open access youth work, universal youth provision is often a key point of access for families into further support and wider early help services. In support of our ambition for the transformation of services on a locality basis, the commissioning process has involved the analysis of “cold spots” of provision and beneficiary groups that were not reached through the previous procurement. The location of the existing four Young Hackney Hubs in relation to the Primary Care Network (PCN) neighbourhoods and Child and Family Hubs has been reviewed, so that this procurement complements the existing geography (as far as is practicable).</p> <p>5.11 Through the proposed network of youth providers it is aimed that children, young people and their families will be able to participate in high quality youth services and be signposted to targeted early help without stigma. An expectation will be placed on providers to work collaboratively with the wider network of statutory and voluntary provision in their locality to meet the needs of children and young people. Whilst young people will continue to be encouraged to travel and access youth provision across the borough the following neighbourhoods will be prioritised to complement existing provision and address local need:</p> <ul style="list-style-type: none"> - Shoreditch Park Neighbourhood -Well Street Community Neighbourhood -Springfield Park Neighbourhood -Hackney Downs Neighbourhood <p>5.16 The above is not meant to be a checklist of what youth work should deliver and providers should evidence that their offer is shaped with young people through the youth work</p>

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		<p>process so that it responds to their lived experience and presenting needs, concerns and interests. Involving young people in leading their own youth work experience is essential, since adults do not always understand young people’s concerns and the learning experience lessened. This procurement will ensure that Youth participation will be a core component of delivery.</p> <p>Contracts required</p> <table border="1" data-bbox="936 719 2009 954"> <thead> <tr> <th data-bbox="936 719 1473 794">Service Category</th> <th data-bbox="1473 719 2009 794">No. of LOTS</th> </tr> </thead> <tbody> <tr> <td data-bbox="936 794 1473 869">Core centre based/ detached/ outreach youth work</td> <td data-bbox="1473 794 2009 869">7</td> </tr> <tr> <td data-bbox="936 869 1473 911">Culturally Specific</td> <td data-bbox="1473 869 2009 911">3</td> </tr> <tr> <td data-bbox="936 911 1473 954">Specialist SEND provision</td> <td data-bbox="1473 911 2009 954">1</td> </tr> </tbody> </table> <p>Volumes and costing data which informed the development of the Contract Lots detailed above are provided in Exempt Appendix 1</p> <p>Preferred Option</p> <p>5.26 Appointment of Universal Youth Service providers through a competitive procurement process to continue the mixed economy delivery model of inhouse, and externally commissioned services.</p> <p>This option will maintain the existing model of service provision whilst optimising the opportunities for engaging with the voluntary sector in the delivery of a variety of services, and encouraging partnership working and consortium bids from smaller</p>	Service Category	No. of LOTS	Core centre based/ detached/ outreach youth work	7	Culturally Specific	3	Specialist SEND provision	1
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		<p>organisations. There will be scope for providers to bid to deliver programmes that maintain a unified focus on high quality youth work practice that delivers a range of measurable positive outcomes for young people, whilst improving access across the borough.</p> <p>5.27 The Council will give providers an opportunity to bid for services based on the following criteria:</p> <p>5.27.1 Number/duration of weekly sessions It is expected that a maximum of 4 providers will provide youth work programmes for a minimum of 3 days per week (or 6 sessions) in the key locations identified, and inclusive of 8 weeks holiday provision per annum. It is also expected that 3 detached outreach/arts/ sports specialist providers will provide a year round offer. The tender will cost delivery according to the number of sessions delivered and number of children and young people served. Minimum numbers of providers have been identified to address key localities and the needs of key target groups.</p> <p>See Exempt Appendix 1 for more detailed costs and volumes of service delivery. The LOTs will account for the categories covered in paragraphs 5.31 to 5.33 below.</p> <p>5.27.2 National Youth Agency Themes</p> <ul style="list-style-type: none"> • Arts, Culture and Heritage • Identity and Belonging • Leadership, Civic engagement and participation • Economic and Financial wellbeing • Creativity and fun • Global citizenship • Skills development • The environment and sustainable development

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		<ul style="list-style-type: none"> • Healthy and safe relationships • Health and wellbeing. <p>5.27.3 Provision that targets inequalities, including structural and systemic racism, and improves accessibility for young people with special educational needs and/or disabilities and from LGBTQi+ communities</p> <p>5.27.4 Neighbourhoods- ‘Cold Spots’ identified Shoreditch Park Neighbourhood Well Street Community Neighbourhood Springfield Park Neighbourhood Hackney Downs Neighbourhood</p> <p>5.27.5 Practice principles Youth work is a deliberative educational approach, with its own pedagogy and professional base, which supports the personal and social development of young people through non-formal education. It is delivered under the principles of equal access and voluntary engagement. All commissioned providers will be expected to work to youth work methodology underpinned by an understanding of how young people develop during adolescence, reflective practice and peer education. The ability to establish boundaries and maintain trusted relationships with young people, address challenging behaviour and de-escalate conflict will be essential to all delivery.</p> <p>Universal youth work meets the need for children and young people to socialise in a safe and secure environment and should facilitate access for vulnerable young people to early intervention and support. The importance of safeguarding children and young people and providing a safe environment for young people is central to practice. This procurement will expect Providers to evidence organisational safeguarding policy and practice which aligns with Working Together and reflects intra familial and extra familial</p>

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		<p>risk. Specifically providers will be expected to be aware of Contextual Safeguarding approaches and be willing to work with partners to create safety within peer groups and localities. We will expect all commissioned youth providers to continue to develop a clear understanding of the risks and harms children and young people may face in the community and how Hackney are developing systems to screen, assess and respond to extra-familial harm.</p> <p>Hackney Children and Education Services expect our commissioned providers to share and work to the same practice principles, and thus be committed to eradicating systemic racism, discrimination, injustice; making anti-racism a foundation of our collective practice. We will expect all commissioned providers to join us in creating a culture of critically reflective practice and share a mutual expectation that every member of staff takes responsibility for their own learning and development with respect to anti-racist, anti-oppressive practice - being a voice and force for change, for every child and family that we work for and with.</p> <p>5.28 Alternative Options (Considered and Rejected)</p> <p>Refer to Exempt Appendix 2 - for a more in depth analysis on Insourcing Considerations.</p> <table border="1" data-bbox="936 1126 2040 1390"> <thead> <tr> <th></th> <th>Advantages</th> <th>Disadvantages</th> </tr> </thead> <tbody> <tr> <td>Do Nothing-</td> <td>None</td> <td>1.This is not a viable option. There is a statutory duty to secure educational, recreational and leisure time activities, and</td> </tr> </tbody> </table>		Advantages	Disadvantages	Do Nothing-	None	1.This is not a viable option. There is a statutory duty to secure educational, recreational and leisure time activities, and
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			sufficient facilities for such activities (Section 507B of the Education and Inspections Act), this includes the current suite of externally commissioned Universal Youth provision.				
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			<p>social value that could be achieved through a competitive procurement process.</p> <p>4.The Council does not have the physical assets (youth club buildings, youth bus) required to deliver this type of youth provision and would therefore require additional time and budget to establish these under this option.</p> <p>5.Would require more capacity for management oversight of the day to day delivery of the service in addition to the extra operational staff that would be required.</p>
		Secure all the functions via a Framework or Dynamic	<p>Flexibility to award further contracts during the delivery period as</p> <p>1.Additional call-offs are unlikely to be required once the initial</p>

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		<p>Purchasing System (DPS)</p>	<p>required.</p> <p>2.Under a DPS additional providers could be added during the contract period</p> <p>round of contracts has been awarded</p> <p>2.Participating in a framework is an administrative burden for providers and there is no guarantee of a contract for providers who have completed the vetting process to join the framework.</p> <p>3.Call offs would always involve mini competitive tenders which are labour intensive for commissioners.</p> <p>4. There is a risk that small/ medium local providers could be excluded because they lack the capacity for regular bidding processes.</p>

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		<p>One Contract with a single supplier</p>	<p>1. Potential to achieve economies of scale 2. Minimises contract management and reporting requirements</p> <p>1. Excludes smaller and medium sized organisations 2. Fails to make use of the diverse experience and expertise of existing local providers, or to meet the needs of Hackney's diverse communities 3. Likely to result in an overall loss of capacity from the local community and voluntary sector organisations currently active in this area</p>