

CABINET PROCUREMENT & INSOURCING COMMITTEE

UPDATE & BRIEFING REPORT

Title of Report	Decision to end the City and Hackney Young People's Clinical Health and Wellbeing (CHYPS Plus) Service
Key Decision No.	AHI S256
CPIC Meeting Date	6 November 2023
Classification	Open (with exempt appendices)
Ward(s) Affected	All wards
Cabinet Member	<p>Councillor Chris Kennedy, Cabinet Member for Health, Adult Social Care, Voluntary Sector and Culture</p> <p>Councillor Anntoinette Bramble, Deputy Mayor and Cabinet Member for Education, Young People and Children's Social Care and</p> <p>Councillor Caroline Woodley, Cabinet Member for Families, Parks and Leisure</p>
Key Decision	No
Group Director	Helen Woodland, Group Director for Adults, Health and Integration
Contract Value, <u>both</u> Inclusive of VAT and Exclusive of VAT (for the duration of the contract including extensions)	£2,988,497.66 (VAT not applicable) from 01/11/2016 to 30/11/2023)
Contract Duration (including extensions e.g. 2 yrs + 1 yr + 1 yr)	2 years +1 +1 +1 +1 +1 +3 months (from 01/11/2016 to 30/11/2023)

1. **INTRODUCTION**

- 1.1. The Young People's Clinical Health and Wellbeing Service (CHYPS Plus) was commissioned to provide a clinical and treatment service for young people aged 11-19 (up to 24 with particular vulnerabilities), living in Hackney and the City of London, to support with sexual health, emotional health and wellbeing, smoking cessation and provide a gateway to specialist weight management and mental health services. This included a dedicated clinical health service for children known to the Youth Justice Service. The service provider is Homerton Healthcare NHS Foundation Trust (HHFT).
- 1.2. The annual contract value in 2022/3 was £540,146. The contract expired on 31 August 2023. Following a decision at CPIC in December 2022, approval to provide a one-year extension to 31 August 2024 was granted.
- 1.3. In May 2023, Public Health made a decision to allow the CHYPS Plus contract to finish. Rather than granting the one-year contract extension, as approved by CPIC, a short, three-month extension was granted to facilitate a smooth termination of the service. The service will end on 30 November 2023.

1.4. **Policy context**

Hackney and City of London draft Strategy for Sexual and Reproductive Health

- 1.4.1. In 2022, a sexual health needs analysis was done to provide a more in-depth overview of outcomes, needs, and inequalities within the local population. The needs assessment informed the preparation of a draft strategy on sexual and reproductive health.
- 1.4.2. The draft five-year Strategy for Sexual and Reproductive Health (SRH) is built around five themes that jointly encompass key elements to meet the needs of our diverse populations:
 - Healthy and fulfilling sexual relationships
 - Good reproductive health across the life course
 - STI prevention and treatment
 - Getting to Zero new HIV transmissions
 - Vulnerable populations and those with complex needs

Director of Public Health Draft Annual Report: Healthy Sexually

- 1.4.3. This year's DPH report, *Healthy Sexually*, focuses on young people's sexual and reproductive health (SRH). For the purposes of the report, young people are considered to be all those up to the age of 30. A draft of the 2023 DPH Annual Report can be viewed [here](#).

2. **MOBILISATION UPDATE**

Not applicable

3. **RELATED DECISIONS**

- 3.1. In December 2022, CPIC approved a one-year extension to the CHYPS Plus contract, **from September 2023 to August 2024 (Key Decision AHI S148)**. The purpose of this was to allow sufficient time to carry out work to re-design the service (including a review of health needs, alignment with the new draft SRH strategy, engagement with young people, and consideration of alternative service models) to develop a more responsive service specification. Given the impact of Covid-19 on the service's performance, it was also anticipated that a year-long extension would give time to work with the provider on adjusting the service to increase performance.
- 3.2. In May 2021 CPC approved a 22-month extension to the contract from October 2021 until August 2023 (Key Decision CACH R54).

4. **REASONS FOR THE DECISION**

- 4.1. The CHYPS Plus service model does not meet the needs of young people locally. Pre-COVID, service activity levels were well below the target, with the number of service users being even further impacted by the COVID-19 pandemic. CHYPS Plus has struggled to attract enough new clients into the service and has also struggled with reaching its primary target audience (those under the age of 18). The service is also not reaching any young people in the City of London.
- 4.2. CHYPS Plus was commissioned as a holistic health and wellbeing service. However, there is very low (and sometimes no) activity for the non-sexual health service elements: emotional health and wellbeing support; smoking cessation; referrals to weight management and mental health services; and the clinical health provision for children known to the Youth Justice Service.
- 4.3. Alternative provision for all elements of the CHYPS Plus service is either already available locally or, in the case of smoking cessation support, will be commissioned through enhancing an existing service (see Appendix 2).
- 4.4. Although the provision of youth services across London is heterogeneous, where sexual health services for young people are integrated, typically, they tend to be integrated with services to support young people with their emotional health and wellbeing and substance misuse needs, rather than health improvement services such as smoking cessation and healthy weight.
- 4.5. Hackney and the City of London Place-Based Partnership is working collaboratively to review and transform how services for children, young people, maternity and families are delivered. Additionally, the City & Hackney Public Health Team, Hackney Council, City of London Corporation, and wider system partners are required to identify substantial savings over the medium term. It is therefore important not to rush into a suboptimal commissioning

decision and ensure that any changes to young people’s sexual health services align with this transformation work. Going forward, the focus should be on increasing the effectiveness and cost effectiveness of SRH services through maximising access/reach and improving service integration and collaboration.

- 4.6. Resource implications of managing the service's ongoing poor performance were considerable and prevented focus on strategic work to explore alternative service models that better meet the needs of young people. The decision to end the CHYPS Plus service therefore provides the capacity to review alternative models of provision and carry out the strategic work needed to improve young people’s SRH service access and outcomes.
- 4.7. There have been long periods of time where the service has run with staffing vacancies, indicating that the provider has struggled to recruit the staff needed to meet the service specification. This was particularly the case for outreach activity to locations with a high footfall of young people and collaborative working with other youth services.
- 4.8. A rapid review of Homerton Sexual Health Services activity data shows that substantially more young people are accessing this service than the dedicated young people’s (CHYPS) service. Data also shows that the number of young people under the age of 18 ordering STI tests through the online Sexual Health London portal is also higher than the numbers accessing the CHYPS Plus service over 2022/23.
- 4.9. In April 2023, the CHYPS Plus service relocated from Lower Clapton Road to the Clifden Centre, the location of the core Homerton Sexual Health Service, which is open access for children and young people under 24. From April 2023, anyone attending the Clifden Centre under the age of 24 during CHYPS Plus hours of operation was seen by CHYPS Plus nurses and this is reflected in the key performance indicators from Q1 23/24.

4.10. Alternative options considered and rejected

Option	Advantages	Disadvantages
<p>Option 1: Grant the 1-year service extension until 31 August 2024 and, at the same time, issue a formal performance notice.</p>	<p>Protects the commissioner-provider relationship.</p> <p>Provides the service with further opportunities to improve performance.</p>	<p>It was considered contradictory to issue a service extension and formal performance notice.</p> <p>The resource implications of managing the service's ongoing poor performance were considerable and prevented a focus on strategic work to explore alternative service models that meet the needs of young people.</p>

<p>Option 2: Let the service expire on the contract end date on 31 August 2023.</p>	<p>Although the decision was not made with the intention of making financial savings, this option provides the opportunity for some financial savings to the Public Health Team.</p>	<p>Since the decision was made in May 2023, there was minimal time to facilitate a smooth end to the service.</p> <p>Poses the biggest risk to the commissioner-provider relationship.</p>
<p>Option 3: Issue a short extension until 30 November 2023 and then end the service.</p>	<p>Although the decision was not made with the intention of making financial savings, ending the service provides an opportunity for some saving to the Public Health Team.</p> <p>Provides additional time to facilitate a smooth end to the service, thereby protecting the commissioner-provider relationship to an extent.</p>	<p>Poses some risk to the commissioner-provider relationship but the HHFT management team are aware that the current situation is unsustainable.</p>

5. FINANCIAL CONSIDERATIONS

- 5.1. The contract has delivered its predicted costs per annum and so there have been no overspend or underspend recorded.
- 5.2. No income has been collected as a result of the contract.
- 5.3. The decision to end the CHYPS Plus service was due to very poor service performance (see section 4). The decision was not made with the intention of making financial savings. Since the announcement to end CHYPS Plus, Public Health has been discussing with HHFT the potential need to commission dedicated outreach sexual health services, to attend locations frequented by young people. There may also be a need to increase young people's awareness of and access to existing services through better communication and engagement.
- 5.4. Notwithstanding the above, the City & Hackney Public Health Team, as well as the wider Council, are required to identify substantial savings over the medium term. Therefore, the focus for existing (and any additional) SRH services needs to be on minimising unnecessary duplication, increasing access/reach, and improving effectiveness through better integration and collaboration.

6. CONTRACT MANAGEMENT ARRANGEMENTS AND PERFORMANCE

6.1. Management of poor performance

- 6.1.1. A summary of the steps taken to manage the contracts poor performance is provided in Appendix 1.

6.2. Contract management arrangements

- 6.2.1. Quarterly contract management meetings are held with the provider. These are informed by quarterly performance reports and narrative reports, submitted by the provider, and give an opportunity for strengths and challenges to be discussed.
- 6.2.2. These meetings are chaired by the relevant Consultant in Public Health or Principal Public Health Specialist and attended by a Senior Procurement and Contracts Officer. Regular email contact was also maintained with the provider to follow up on actions and allow issues to be flagged quickly.

6.3. Contract performance

- 6.4. Appendix 1 provides an overview of service activity data and performance against KPIs.

7. SUSTAINABILITY OUTCOMES

- 7.1.1. This specification was drafted in 2016 before Hackney Council's current Procurement Strategy 2018-2022 was adopted. At this time, there was less of an emphasis on maximising sustainability outcomes through procurement. As such, there are no relevant monitored outcomes or key performance indicators within the CHYPS Plus contract.

8. SOCIAL VALUE

- 8.1.1. This specification was drafted in 2016 before Hackney Council's current Procurement Strategy 2018-2022 was adopted. At this time, there was less emphasis on maximising social value through procurement. As such, there are no relevant monitored outcomes or key performance indicators within the CHYPS Plus contract.
- 8.1.2. The service was located at youth locations in the community and available out of hours to reach children and young people who may otherwise have not accessed services. The holistic approach to service delivery ensured that the broader health and wellbeing needs of vulnerable children and young people, such as those known to the youth justice service, were identified early so that clinical interventions could be provided or young people were supported into services to address broader health and wellbeing concerns. The service aimed to improve social value by reducing health inequalities with a particular focus on vulnerable children and young people.
- 8.1.3. Delivered from locations within the borough the service facilitated employment opportunities to the local economy. The provider is a London

Living Wage Employee and has policies and procedures in place to ensure compliance with the Modern Slavery Act 2015.

9. LESSONS LEARNT

- 9.1.1. It is clear from the service activity data (see Appendix 1) that the CHYPS Plus service model does not meet the needs of young people locally. Commissioners in other London boroughs have similarly identified that preventative public health services for smoking cessation or healthy weight are less successful when located in a service recognised publically as a sexual health service.
- 9.1.2. The provision of youth services across London is heterogeneous, with each borough adopting different approaches and service models in an effort to improve health outcomes for school-age children and young people. Where sexual health services for young people are integrated, typically, they tend to be integrated with services to support young people with their emotional health and wellbeing and, sometimes also, substance misuse needs.

10. RISK

Risk	Likelihood	Impact	Overall	Action to avoid/mitigate risk
Damaged relationship between HHFT and the City and Hackney Public Health Team	Low	Medium	Medium	<p>The City & Hackney Public Health Team (as well as Hackney Council) hold multiple contracts with HHFT for the provision of healthcare services locally. It is therefore important to protect a positive and collaborative working relationship.</p> <p>Although HHFT leadership team initially expressed disappointment with the decision and its timing, they had been made aware on multiple occasions of a sustained period that Public Health was dissatisfied with service performance, yet, had been unable to address it.</p> <p>Conversations have since moved forward to discuss the potential need for further, dedicated provision for young people and ensuring existing services are as 'youth friendly' as possible.</p>
Reduced/gaps in provision for the	Low	Low	Low	The key driver to end the CHYPS Plus Service is related to service

different service elements				<p>activity. Sexual health activity data showed that, over 2022/23, the service achieved one-third of its activity target, was not able to attract enough new clients, did not reach its primary target audience (those under the age of 18), nor did it reach young people in the City of London. There was very low (and sometimes no) activity for the non-sexual health service elements.</p> <p>Alternative provision for all elements of the CHYPS Plus service is either already available locally or, in the case of smoking cessation support, will be commissioned through enhancing an existing service (Appendix 2).</p> <p>Since the announcement to end CHYPS Plus, Public Health has been discussing with HHFT the potential need to commission dedicated outreach sexual health services to attend locations frequented by young people. There may also be a need to increase young people's awareness of and access to existing services through better communication and engagement.</p>
Disruption to referral pathways and confusion for service users	Low	Low	Low	<p>For the sexual health service elements, in April 2023, CHYPS Plus relocated from Lower Clapton Road to the Clifden Centre, where it is now co-located with the core Homerton Sexual Health Service. Therefore, when the service ends, there will be no change in how young people access the service.</p> <p>Activity was so low for the non-sexual health service elements that minimal disruption is anticipated. A letter was drafted to inform professional partners about the change, and a comms plan is being developed by HHFT (and supported by the public</p>

				health team). HHFT and public health have developed and agreed on a service decommissioning plan.
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11. NEXT STEPS

11.1. Ensure a smooth termination of service

11.1.1. An open and collaborative dialogue has been maintained with the HHFT throughout and there is a shared understanding that the current situation is not sustainable. A service decommissioning plan has been developed by the Public Health team and agreed with HHFT. The plan comprises the following key activities:

- Informing, by formal letter, professional partners of service changes
- Discussion of changes to referral pathways with professional partners (if needed)
- Consideration of whether additional dedicated youth provision is needed (see section 11.2 below)
- Developing a communications plan to minimise disruption to service users and signpost to alternative provision
- Service data from 2019 to the end of the contract on 30 November 2023.

11.2. Consideration of whether additional, dedicated young people's sexual and reproductive health services are needed

11.2.1. Many young people face additional barriers and need support navigating healthcare structures. Additionally, young people accessing sexual health services may have additional additional needs, including safeguarding, mental health and addiction issues, vulnerability assessments, or other health and social care needs.

11.2.2. Existing sexual health services (see Appendix 2) are already required to be 'youth friendly' and ensure that staff are trained to deliver the appropriate care to young people and onward referrals.

11.2.3. As part of the Homerton Sexual Health Service, the City & Hackney Public Health team commissions an outreach service that targets several priority groups including young people. Outreach tends to be provided at youth locations including schools and colleges, halls of residence and leisure centres.

11.2.4. Despite the above, Public Health is in conversations with HHFT regarding the potential need to commission additional provisions for young people in

City & Hackney. Discussions so far have centred around the potential need for dedicated outreach sexual health services, to attend locations frequented by young people. There may also be a need to increase young people's awareness of and access to services through better communication and engagement. Below is a comprehensive list of additional service aims being considered:

- Improve young people's visibility of and facilitate access to existing sexual services and resources
- Ensure additional vulnerability factors of young people accessing existing sexual health services are recognised and appropriate support is provided
- Improve referral pathways to and from existing sexual health services
- Provide services for individuals unable to access mainstream services, particularly those who are vulnerable

11.2.5. Any additional provision requires careful consideration of the existing commissioning and delivery landscape, which is already complex.

11.2.6. Additionally, the City & Hackney Public Health Team, as well as the wider Council, are required to identify substantial savings over the medium term. Therefore the focus for existing (and any additional) SRH services needs to be on minimising unnecessary duplication, increasing access/reach, and improving effectiveness through better integration and collaboration.

12. COMMENTS OF THE INTERIM GROUP DIRECTOR OF FINANCE

12.1 This report presents an update for the Cabinet Procurement and Insourcing Committee regarding the decision to discontinue the current City and Hackney Young People's Clinical Health and Wellbeing (CHYPS Plus) Service by the end of November 2023, citing ongoing poor performance. Further details regarding the rationale for terminating this service are provided in section 4 above.

12.2 The annual contract value for the CHYPS Plus service is £540k. Since the service is scheduled to cease at the end of November, the anticipated cost for the 9-month period (April 2023 to November 2023) will be £360k.

12.3 The CHYPS Plus service has already been factored into the Public Health commissioning for 2023/24. Therefore, any potential cost efficiencies resulting from ending this service will either be reinvested in future Public Health commissioning plans or allocated to support further investments in other approved expenditure areas across the Council, in alignment with the Health in All Policies approach.

13. COMMENTS OF THE ACTING DIRECTOR OF LEGAL, DEMOCRATIC AND ELECTORAL SERVICES

13.1 Under Appendix 3 of the Constitution (Terms of Reference of Council Committees etc.) Cabinet Procurement & Insourcing Committee has the power to (i) give detailed consideration on all issues relating to procurement

practice and policy; and (ii) oversee the progress of all contracting activities on the Procurement Forward Plan. Therefore Cabinet Procurement & Insourcing Committee is authorised to consider the matters in this Report.

- 13.2 On 5th December 2022 Cabinet Procurement & Insourcing Committee authorised the extension of the Young People's Clinical Health and Wellbeing Service contract for the period from 1st September 2023 until 31st August 2024. Notwithstanding such authorisation, the Young People's Clinical Health and Wellbeing Service contract has been extended to cover the period from 1st September 2023 until 30th November 2023.
- 13.3 The reasons for implementing a reduced contract extension period are set out in this Report. Details of alternative service provision to cover the necessary services are also set out in this Report.

14. PROCUREMENT COMMENTS

- 13.1 This report provides a briefing to CPIC on the decision not to further extend the contract for the City and Hackney Young People's Clinical Health and Wellbeing (CHYPS Plus) service and to allow the contract to finish at the end of November 2023. The service has been delivered since November 2016 and the cumulative total value of the contract is £3.6M.
- 13.2 Whilst the decision to allow this contract to end is not in itself a key decision, this briefing is provided as CPIC was the decision making body of the Council that authorised previous extensions to the contract (see related decisions above) and there are no immediate plans to commission a direct replacement service.
- 13.2 This service falls under the 'Light Touch' regime for social and other specific services of the Public Contract Regulations 2015. Under these regulations there are no obligations on contracting authorities to continue provision beyond the end of the stated contract term and if no further action is taken the provision will come to an end.
- 13.3 The report details why this decision has been taken. The current delivery model does not meet the needs of young people locally, activity levels are low, and previous attempts to increase attendance rates have not been successful. Alternative provision is available within the borough and a strategic review of alternative models of provision is being completed.
- 13.4 The report outlines the social value and sustainability outcomes that have been delivered. It has been some time since the contract was first awarded and there is the potential for additional benefits to be achieved through the competitive procurement of alternative provision.

APPENDICES

Appendix 2 - Alternative provision to the CHYPS Plus Service

Exempt

Exempt Appendix 1- Performance

By Virtue of Paragraph(s) 3 Part 1 of schedule 12A of the Local Government Act 1972 this report and/or appendix is exempt because it contains Information relating to the financial or business affairs of any particular person (including the authority holding the information) and it is considered that the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

Report Author	Name: Carolyn Sharpe _____ Title: Consultant in Public Health _____ Email: carolyn.sharpe@hackney.gov.uk _____ Tel: 020 8356 1135
Comments for the Interim Group Director of Finance prepared by	Name: Reza Paruk _____ Title: Head of Finance _____ Email reza.paruk@hackney.gov.uk _____ Tel
Comments for the Acting Director of Legal, Democratic and Electoral Services prepared by	Patrick Rodger _____ Senior Lawyer _____ Email: Patrick.Rodger@Hackney.gov.uk _____ Tel: (020) 8356 6187
Comments of the Procurement Category Lead	Name Timothy Lee _____ Title Procurement Category Lead for Health and Social Care _____ Email timothy.lee@hackney.gov.uk _____ Tel 020 8356 7782

