



Report of the Chief Officer Commissioning

Report To Scrutiny Board (Adult Social Care)

Date: 10th December 2008

Subject: Progress of the Joint Adult Social Care and NHS Leeds Review of Leeds Neighbourhood Network Schemes

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Executive Summary

This report provides members of the Scrutiny Board with a detailed account of activity carried out by the joint Adult Social Care and NHS Leeds project team, established earlier this year to conduct a review of the 38 Neighbourhood Network Schemes, which provide support to older people across the city.

The first phase of the review has now been completed. A large amount of information and evidence has been gathered including that from an extensive consultation programme with key stakeholders and the analysis of detailed self-assessment forms which were completed by each scheme. A series of reports, including a detailed base-line assessment of the network as a whole and an analysis of the future needs of older people in Leeds, have now been written to inform the second phase.

A formal options appraisal with key commissioners has recently been facilitated by the Council's Audit and Review Team. The schemes and other key stakeholders have attended a feedback event held on the 28th November to discuss the progress of the review and the results of the options appraisal.

A new post of Enterprise Development Officer will be appointed in early 2009. The appointee will support the neighbourhood network through the procurement phase of the review and will explore with them opportunities for collaborative working.

It is intended that new contracts will be in place by 1st April 2010.

1.0 Purpose Of This Report

- 1.1 To inform members of the Scrutiny Board of the progress of the joint Adult Social Care and NHS Leeds Review of Leeds Neighbourhood Network Schemes (NNS) to date and of ongoing and future tasks.

2.0 Background Information

- 2.1 The NNS were set up to improve the lives of older people in Leeds and are central to the City Council's preventative strategy, which is defined as "good" by inspectors. They earned the Council Beacon status in 2002, and in 2006, an invitation to be a DWP Linkage Plus Pilot. They deliver positive examples of both national and local current policy by focusing on promoting independence, participation, wellbeing and choice for older people within inclusive communities.
- 2.2 Schemes are geographically based, run by and for local older people, four of them provide support to specific black and minority ethnic communities. Their key role is to reduce social isolation and increase the participation of older people in the community, through both social activities and long-term individual support. They function as gateways to information, advice and support and provide a wide range of practical activities and services, many run by volunteers.
- 2.3 For older people the way the NNS work is as important as what they do. Schemes take a holistic and person-centred approach, working with older people often over many years, keeping a watchful eye as they grow older and frailer. They see themselves as community development organisations, fulfilling the community's obligation to "care for older people", as distinct from "providing care services". Most are small independent organisations with local management committees, 75% of whom are older people.
- 2.4 The Network has gradually evolved, since the first schemes were set up through Community Care funding in the early 90's. A concerted effort has been made, in recent years, to expand the network to cover all areas of the city.
- 2.5 In the current financial year, 2008/09, 38 schemes receive £1,421,712 grant funding from Adult Social Care (ASC), of which £0.66 million is Supporting People Funding to commission the Neighbourhood Networks to provide a floating housing-related support service for older people, to enable them to remain in their own homes. Nineteen of these schemes receive a further £266,138 from NHS Leeds. This is £1,687,850 in total.
- 2.6 The current Service Level Agreements between NNS and both ASC and PCT were due to run out 31 March 2009, and have now been extended for a further year. (1)

3.0 The Purpose of the Review

- 3.1 Over the last twenty years, as schemes have evolved to meet local needs, disparities have evolved in capacity and infrastructure across the city. There is now considerable variation in:
- The way organisations are funded
 - Levels of funding by Leeds City Council and NHS Leeds
 - The activities and support the schemes provide
 - The way they are managed
 - The performance and monitoring information they provide

- The size and type of geographical area covered
- The size of the older population served and their levels of need

3.2 In order to address these disparities and develop a more rational, outcome-focused and evidence-based joint commissioning process, Adult Social Care and NHS Leeds set up a project team in February 2008, to carry out a city-wide service review of all the Neighbourhood Network Schemes in Leeds.

3.3 Key aims of the review are to:-

- establish more equitable and transparent ASC and NHS Leeds funding
- ensure that NNS activity and outcomes are closely aligned with both Council and NHS Leeds strategic objectives
- put in place improved and longer-term contracting mechanisms
- ensure that outcomes for older people are better evidenced in future, through improved performance data collection and a single joint (ASC and NHS Leeds) monitoring process.

4.0 First Phase

4.1 The first phase of the review process has now been completed. Over the last 8 months the project team has carried out a comprehensive programme of strategic engagement and consultation with all stakeholders. All of the work listed below has been thoroughly documented, much of it by independent facilitators (2,3).

4.2 From April to July the project team ran:-

- six support and consultation sessions with scheme managers and trustees on an area basis
- one city-wide event for the wider voluntary sector working with older people
- one meeting with organisations working with BME elders in the voluntary sector
- one workshop for key commissioners

During this period several workshops were also run jointly by ASC Commissioning and Leeds Older People's Forum, to reach agreement about the key outcomes for older people and how these will be measured.

4.3 Alongside this, older people have been canvassed for their views on the NNS and the present and future needs of older people.

- A survey was conducted with over 1,000 older people already using neighbourhood network schemes (4)
- Broader groups of older people were consulted through focus groups and the Older People's Reference Group. (5,6)
- The Citizen's Panel was commissioned to survey the views of older people in Leeds (over the age of 55) (7)

4.4 Meetings have been held with professionals who refer older people to the neighbourhood schemes. (8)

4.5 Gathering together all currently available information, a comprehensive analysis of the future needs of older people in Leeds has been prepared by the project team. (9)

- 4.6 The timing of the review has been fortunate in that it has enabled the project team to work closely with the LinkAge Plus team, who have been gathering detailed information about the network for their DWP national pilot. (10,11,12)
- 4.7 The other major piece of work since February has been the gathering and analysis of a great deal of information and data about each individual scheme from the extensive self-assessment forms which each scheme completed. Given the number of schemes, this was a large and complex task. It has resulted in a detailed baseline assessment report, which represents the first comprehensive whole-system review of the sector, showing just how schemes vary across the city. (13)
- 4.8 All of the above review evidence is now published on the Leeds Older People's Forum web-site <http://www.opforum.webeden.co.uk/#/nns/4515407805>
- 4.9 Joint ASC and NHS Leeds funding has recently been secured to appoint an Enterprise Development Officer who will support schemes to prepare for any future procurement or re-commissioning processes and the self-directed support agenda and will work with them to explore opportunities for future collaborative and partnership working. This post will be advertised in the next few weeks with the aim of having someone in place early in the new year.

5.0 Current Phase

- 5.1 The Risk Management Unit from the Council's Audit and Review Team have facilitated two formal options appraisal and risk assessment days to support key commissioners to make decisions around the future service specification, funding formula and procurement strategy for Neighbourhood Network Schemes.
- 5.2 The first began with an agreement about the purpose(s) and core values of the Neighbourhood Network Schemes which should be maintained regardless of any changes made to their structure, services, funding, monitoring and management arrangements as a result of the review. All participants agreed that the schemes should continue to be focused on reducing isolation and exclusion of Older People, increasing their involvement in the community and acting as a gateway to advice, information and services relevant to their needs. Key themes of equity, availability, flexibility, choice and control also emerged.
- 5.3 The preferred option that it was felt would maintain the essence and purpose of the schemes and best deliver the project's objectives was that of "Core and Add-ons" i.e. that commissioners would define the core outcomes that each scheme would be responsible for delivering, but that the schemes would have autonomy in defining and delivering additional outcomes. Geographical boundaries would remain the same. Schemes would be encouraged to work collaboratively which would not, at this moment in time, necessitate changes to their legal and charitable status.
- 5.4 It was acknowledged that the Review team needed to undertake additional work focusing on the future role of the city-wide black and ethnic minority schemes and their relationship with locally delivered provision. The review has highlighted the need to encourage and help improve access to the local schemes by minority communities and the need to explore how the current city-wide provision can facilitate that process. The findings resulting from this work will be considered as part of the review and subsequent recommendations.

- 5.5 The funding model and procurement strategy to deliver this service model were considered at the second options appraisal workshop. Five funding options were discussed, and after a full appraisal of the 'pros' and 'cons' of each, four were discounted on the grounds that there were no current plans by NHS Leeds and Adult Social Care to increase the overall budget. The preferred option, therefore, was to restrict the existing funding to deliver the core outcomes. It was agreed that further work was required to work out the financial detail and to agree the procurement strategy before the city wide feedback event on November 28th
- 5.6 A group of commissioning and finance officers from both ASC and NHS Leeds has since formed and is working on a funding formula to deliver more equitable funding arrangements.
- 5.7 With regard to procurement options, senior managers from ASC, LCC Procurement and NHS Leeds are also holding further meetings. Their preference is for contracts over grants, as these are seen as more advantageous to both funders and providers, but the final decision will depend upon the quality of the NNS Procurement Pre-qualification Questionnaire, to ensure that the smaller providers are not disadvantaged by the process.
- 5.8 Work will also be required over the coming weeks to prepare the service specification - including clear information about the funding available, outcomes to be commissioned and performance monitoring requirements.
- 5.9 To keep all stakeholders up to date with the progress of the review, a feedback event for all neighbourhood network scheme managers and chairs and other voluntary sector organizations was organized at the end of November. The purpose of the day was to provide the opportunity for stakeholders to comment on the review evidence and the outcomes of the options appraisal and to receive information about the next phase of the review.
- 5.10 The event was attended by 81 people from the networks and voluntary sector. The Head of Adult Commissioning described the strategic fit of the neighbourhood network within Leeds' preventative agenda and one of the voluntary sector members of the Review Team, outlined the work of the team over the last six months.
- 5.11 The review evidence (posted on the Leeds Older People's Forum website) was presented and received positively; schemes now seeing that they can benefit from the use of such quality and performance information in for example their own future funding applications.
- 5.12 The proposed service model (based on core outcomes and "add-ons") and the above funding model were presented and discussed in groups in the late morning. A review panel then responded to the key issues and questions which were raised.
- 5.13 The first afternoon speaker focused on personalisation in Adult Social Care and the role of the new Enterprise Development Officer post, which is being joint-funded in the first instance to provide support to Neighbourhood Network Schemes with the forthcoming procurement processes. Then the Council's Procurement Officer (a member of the Review Team) explained the procurement process and the training which would be offered to schemes to prepare for procurement.

5.14 Attendees then had the opportunity to discuss what support they would like from the Enterprise Development Officer and to raise issues about procurement and personalization with a final Review Panel session.

6.0 Procurement Phase

6.1 The project timetable is being amended to reflect the funding and procurement options and ongoing work discussed above.

6.2 It is recognised that work will be needed to support schemes through the procurement process. The Review Team, colleagues from the Council's Procurement Unit and the new Enterprise Development Officer will work closely with them.

6.3 A group of officers and volunteer scheme managers will be set up in the new year to work together to improve performance monitoring across the network and develop data collection systems.

7 Recommendations

8 Members of the Scrutiny Board are asked to consider the information contained in this report.

Background Documents referred to in this report

- (1). Delegated Decision Panel Report 18th September 2008
"Request to extend existing contracts with Neighbourhood Network Schemes for a further year from 1 April 2009 to 31 March 2010"
- (2). Townsend, J. (2008) "Summary report on Consultation events held in April and May 2008"
LOPF Website.
- (3). Leeds Neighbourhood Network Scheme Review Project Team (2008) - "Outcomes Discussion Paper – Leeds Neighbourhood Network Schemes" Unpublished
- (4). Leeds Neighbourhood Network Scheme Review Project Team (2008) – "Consultation with Older People who are Members of Neighbourhood Network Schemes" Unpublished.
- (5). Leeds Neighbourhood Network Scheme Review Project Team (2008) – "A Report of Focus Groups held with Older People Attending Lunch Clubs" Unpublished.
- (6). Leeds Neighbourhood Network Scheme Review Project Team (2008) – "Consultation with Leeds Older People's Reference Group on Future Commissioning of the Neighbourhood Network Schemes" Unpublished.
- (7). QA Research (2008) – "The Eighth Leeds Citizens' Panel Survey Report for Leeds City Council"
- (8). Leeds Neighbourhood Network Scheme Review Project Team (2008) – "Consultation with Adult Social Care Team Managers Who Refer Older People to Neighbourhood Network Schemes" Unpublished.
- (9). Leeds Neighbourhood Network Scheme Review Project Team (2008) – "Older people

in Leeds: Collation of Information on Need to Inform The Commissioning Of Leeds Neighbourhood Network Schemes”, Unpublished

LinkAge Plus Reports

- (10). Townsend, J and Godfrey, M (2006) – “The Big Talk, Report of Discussions with Members of the Neighbourhood Network Schemes held 22 Nov 2006”, University of Leeds Centre for Health and Social Care
- (11). Townsend, J (2007) – “Singing from the Same Hymn Sheet” , LOPF Website
- (12). Leeds Neighbourhood Network Scheme Review Project Team (2008) – “2008 Baseline Assessment Report” Unpublished.

APPENDIX List of Neighbourhood Network Schemes included in 2008/10 Review

Ref. No.	Neighbourhood Network Schemes included in the Joint NNS Service Review	Area	Serves BME Comm. Group
1	Action for Gipton Elderly (AGE)	East	
2	Aireborough Voluntary Services for the Elderly with Disabilities	North West	
3	Armley Helping Hands	West	
4	Belle Isle Elderly Winter Aid (BIEWA)	South	
5	Bramley Elderly Action	West	
6	Burmantofts Senior Action	East	
7	Caring Together in Woodhouse & Little London	North West	
8	Chapel Allerton	North East	
9	Community Action for Roundhay Elderly(CARE)	North East	
10	Crossgates & District Good Neighbours	East	
11	Farsley Live at Home Development	West	
12	Halton Moor & Osmondthorpe Project for Elders (HOPE)	East	
13	Hamara Healthy Living Centre	South	✓
14	Hamwattan Older People Project	North East	✓
15	Hawksworth Wood Older People's Support	North West	
16	Holbeck Elderly Aid	South	
17	Horsforth Live at Home Scheme	North West	
18	Leeds Black Elders Association	NE & City	✓
19	Meanwood Elders Neighbourhood Action	NE & NW	
20	Middleton Elderly Aid	South	
21	Moor Allerton Elderly Care (MAECare)	North East	
22	Morley Elderly Action Community Care Project	South	
23	Neighbourhood Action in Farnley & Moor Top	West	
24	Neighbourhood Elders' Team (NET), Garforth	East	
25	North Seacroft Good Neighbours Scheme	East	
26	Older Active People (OAP), Cardigan Centre	North West	
27	Older People's Action in the Locality (OPAL)	North West	
28	Otley Action for Older People	North West	
29	Pudsey Live at Home Scheme	West	
30	Richmond Hill Elderly Aid (RHEA)	East	
31	Rothwell and District Live at Home Scheme	South	
32	South Leeds Live at Home Scheme	South	
33	South Seacroft Friends and Neighbours Scheme	East	
34	Stanningley & Swinnow Live at Home Scheme	West	
35	Supporting The Elderly People(STEP) West Park	North West	
36	Swarcliffe Good Neighbours	East	
37	West Indian Family Counselling Service(WIFCOS)	North East	✓
38	Wetherby in Support of the Elderly (WiSE)	North East	

APPENDIX 2

SIZE OF NEIGHBOURHOOD NETWORK SCHEMES BY TOTAL FUNDING

	Neighbourhood Network	2008-09 ASC FUNDING	2008-09 PCT FUNDING	ASC & PCT combined FUNDING 2008-9	TOTAL ANNUAL INCOME <u>ALL</u> Sources	ASC & PCT funding as % of TOTAL Income	SIZE ** in terms of TOTAL funding
SCHEMES NOT CURRENTLY RECEIVING NHS LEEDS FUNDING							
8	Chapel Allerton (<i>set-up costs</i>)	£9,900	£0	£9,900	£9,900	100%	SMALL
37	West Indian Family Counselling Service, WIFCOS	£15,522	£0	£15,522	£23,738	65%	SMALL
14	Hamwattan Older People Project	£32,425	£0	£32,425	£33,700	96%	SMALL
9	Community Action for Roundhay Elderly (CARE)	£32,634	£0	£32,634	£36,664	89%	SMALL
12	Halton Moor & Osmondthorpe Project for Elders (HOPE)	£26,142	£0	£26,142	£44,155	59%	SMALL
25	North Seacroft Good Neighbours	£31,349	£0	£31,349	£45,245	69%	SMALL
15	Hawksworth Wood Older People's Support (HOPS)	£32,634	£0	£32,634	£51,764	63%	MEDIUM
31	Rothwell and District Live at Home Scheme	£37,105	£0	£37,105	£60,921	61%	MEDIUM
32	South Leeds Live at Home Scheme	£36,621	£0	£36,621	£71,848	51%	MEDIUM
13	Hamara Healthy Living Centre	£42,783	£0	£42,783	~£75,000	57%	MEDIUM
2	Aireborough Voluntary Services for the Elderly with Disabilities	£57,458	£0	£57,458	£108,148	53%	MEDIUM
36	Swarcliffe Good Neighbours	£31,931	£0	£31,931	£108,869	29%	MEDIUM
20	Middleton Elderly Aid	£41,519	£0	£41,519	£115,156	36%	MEDIUM
16	Holbeck Elderly Aid	£34,963	£0	£34,963	£115,695	30%	MEDIUM
7	Caring Together in Woodhouse & Little London	£24,814	£0	£24,814	£120,363	21%	LARGE
22	Morley Elderly Action Community Care Project	£52,010	£0	£52,010	£125,102	42%	LARGE
26	Older Active People, Cardigan Centre	£67,952	£0	£67,952	£137,774	49%	LARGE
18	Leeds Black Elders Association	£89,949	£0	£89,949	£170,151	53%	LARGE
4	Belle Isle Elderly Winter Aid (BIEWA)	£122,219	£0	£122,219	£182,015	67%	LARGE
SCHEMES JOINT FUNDED BY BOTH ASC AND NHS LEEDS							
35	Supporting The Elderly People, STEP West Park	£16,074	£16,074	£32,148	£32,432	99%	SMALL
10	Crossgates & District Good Neighbours	£16,476	£15,606	£32,082	£38,582	83%	SMALL
23	Neighbourhood Action in Farnley & Moor Top	£16,476	£12,607	£29,083	£38,694	75%	SMALL
38	Wetherby in Support of the Elderly, WiSE	£16,866	£15,683	£32,549	£42,932	76%	SMALL
11	Farsley Live at Home Development	£16,476	£15,759	£32,235	£49,549	65%	SMALL
33	South Seacroft Good Neighbours	£31,458	£4,590	£36,048	£58,658	61%	MEDIUM
29	Pudsey Live at Home Scheme	£22,271	£8,873	£31,144	£60,110	52%	MEDIUM

	Neighbourhood Network	2008-09 ASC FUNDING	2008-09 PCT FUNDING	ASC & PCT combined FUNDING 2008-9	TOTAL ANNUAL INCOME <u>ALL</u> Sources	ASC & PCT funding as % of TOTAL Income	SIZE in terms of TOTAL funding
19	Meanwood Elders Neighbourhood Action	£33,996	£7,650	£41,646	£60,121	69%	MEDIUM
27	Older People's Action in the Locality (OPAL)	£25,874	£26,753	£52,627	£90,515	58%	MEDIUM
34	Stanningley and Swinnow Live at Home Scheme	£44,505	£11,236	£55,741	£91,422	61%	MEDIUM
30	Richmond Hill Elderly Aid	£24,812	£5,100	£29,912	£104,866	29%	MEDIUM
1	Action for Gipton Elderly (AGE)	£39,170	£30,600	£69,770	£107,603	65%	MEDIUM
24	Neighbourhood Elders' Team Garforth	£37,258	£24,990	£62,248	£108,591	57%	MEDIUM
21	Moor Allerton Elderly Care	£39,927	£7,841	£47,768	£126,808	38%	LARGE
17	Horsforth Live at Home Scheme	£17,585	£5,350	£22,935	£130,860	18%	LARGE
6	Burmantofts Senior Action	£32,634	£8,160	£40,794	£148,598	27%	LARGE
28	Otley Action for Older People	£40,872	£7,650	£48,522	£154,827	31%	LARGE
3	Armley Helping Hands	£68,266	£20,604	£88,870	£167,659	53%	LARGE
5	Bramley Elderly Action	£60,786	£21,012	£81,798	£185,104	44%	LARGE
	TOTALS	£1,421,712	£266,138	£1,687,850	£3,359,139	Ave 53%	

****KEY TO SIZE of schemes**

SMALL under £50k
MEDIUM £50k - £120k
LARGE over £120k