



Report of the Chief Officer, Social Care Commissioning

Scrutiny Board (Adult Social Care)

Date: 11 March 2009

Subject: Adult Social Care Commissioning Services: Update

<p>Electoral Wards Affected:</p> <input type="checkbox"/> Ward Members consulted (referred to in report)	<p>Specific Implications For:</p> <p>Equality and Diversity <input type="checkbox"/></p> <p>Community Cohesion <input type="checkbox"/></p> <p>Narrowing the Gap <input type="checkbox"/></p>
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Executive Summary

1. At the Adult Social Care (ASC) Scrutiny Board meeting in December 2008 it was resolved that a report would be brought to the March 2009 meeting by the Chief Officer, ASC Commissioning which provided details of the procurement timetable for the Neighbourhood Networks review process. In addition, the report was to include information on commissioning intentions in response to the recent Commission for Social Care Inspection (CSCI) inspection of ASC services with specific reference to Older People and Safeguarding. This report seeks to describe and illustrate the progress made on the Neighbourhood Networks review, which is on schedule to be completed by the due date of April 2010 (see Appendix 1). The report also provides detailed information on how the commissioning components of the Independence, Wellbeing and Choice Inspection Action Plan (see Appendix 2) are to be delivered by April 2010.

1.0 Purpose Of This Report

- 1.1 To inform Members of the Scrutiny Board (ASC) of the progress made and future plans for delivering the Neighborhood Networks review and re-tendering exercise. It furthermore describes the ASC Commissioning intentions in relation to the Independence, Wellbeing and Choice Inspection of 2008.

2.0 Background Information

- 2.1 The Neighbourhood Networks review commenced in March 2008 as a joint commissioning exercise between ASC, Supporting People and NHS Leeds, with support from the Corporate Procurement Unit. Thus far, the review has undertaken detailed research and analysis of current provision, extensive consultation with

stakeholders and is nearing the completion of the funding formula which will determine future, more equitable resource allocation across the city. A new outcome-based specification is in preparation. The tendering process will commence in April 2009 and be completed by October 2009, with new contracts commencing April 2010.

- 2.2 The Independence, Wellbeing and Choice Inspection Action Plan was agreed and commenced in October 2008. In total, ten of the recommendations related specifically to commissioning (see the Commissioning Abstract in Appendix 2). They require commissioners to procure improved information and advocacy services, move away from the provision of building-based residential and day care services, develop formal contractual relationships with directly provided services, improve quality assurance systems and develop joint commissioning systems and processes with NHS Leeds and Supporting People. This ambitious programme of transformation in Commissioning has a range of commencement and completion targets, beginning in October 2008 and concluding in April 2010. As can be seen from the updated Action Plan in Appendix 2, good progress has already been made against these targets, although there is still clearly much to do.

3.0 Neighbourhood Networks Review

- 3.1 The next phase of the review will involve winning support from all stakeholders, including the Neighbourhood Networks, for the funding formula which, once finalised, will deliver a more equitable distribution of funding resources across the city. It is intended that no area should be disadvantaged from the current position as a result of the application. This will require the negotiation of some additional funding to be included in advance of the 2010/11 budget setting round.
- 3.2 Prior to the tendering process, the service specification based on outcomes will also be agreed with stakeholders. In this way, it is anticipated that service providers will be bidding to provide a form of service which they have helped to develop and therefore subscribe to.
- 3.3 The tendering and selection process will serve to ensure and drive-up quality and provide opportunities to the Neighbourhood Networks to collaborate in providing services in their area.
- 3.4 From April 2010, contracts will be in place which will secure the future of Neighbourhood Networks in Leeds, provide a more equitable distribution of resources across the whole city, and deliver services with clear outcomes derived from Leeds' strategic and operational aspirations.

4.0 ASC Commissioning Response to the Independence, Wellbeing and Choice Inspection Report

- 4.1 The inspection recommended the commissioning of improved information and advocacy. As a result, a review will be undertaken of all information and advocacy services currently commissioned, commencing in August 2009. This will lead to the production of a new service specification and a subsequent procurement exercise to deliver new services in line with the requirements of 'Independence, Wellbeing and Choice'.

- 4.2 An external expert partner will be procured to generate an options appraisal for ASC on the modernisation of its building-based residential and day care services, reporting to the Directorate Management Team. Once this has been received, a programme plan will be devised by Commissioners later this year, in partnership with the directly provided services, to take forward the agreed options.
- 4.3 In order that directly provided services have clear service specifications, contractual requirements and quality assurance systems in line with Independence, Wellbeing and Choice, commissioners are currently devising and agreeing with providers new service level agreements. This will place directly provided services under broadly the same arrangements as externally commissioned services.
- 4.4 Formal joint commissioning arrangements are currently being developed with NHS Leeds which are anticipated to deliver benefits in terms of value for money and more appropriately aligned and integrated services, notable examples include Homecare and Nursing Care provision.
- 4.5 A range of quality assurance systems are in development to ensure an emphasis on prevention and early intervention, producing outcomes which promote independence and the avoidance of the need for higher level support services.
- 4.6 Jointly with NHS Leeds, a more rational and planned approach to investment and market management is being developed which will facilitate the personalisation, choice and control agenda. This will involve a more robust approach to commissioning planning and strategy.
- 4.7 Where joint services exist between Health and Social Care, work will be undertaken to ensure the benefits of such synergies are maximised. For example, an Intermediate Tier commissioning strategy is currently under construction.
- 4.8 All of the initiatives outlined above will contribute to the development of excellent Commissioning Services, integrated with NHS Leeds, leading to the production of high quality, outcome-based services provided in a mixed health and social care economy in Leeds.

5.0 Legal and Resource Implications

- 5.1 The programme of activity highlighted in this report presents challenges to all staff engaged within Commissioning, in Adult Social Care, the wider Council and within and among partners. The commissioning plan underway in relation to the Neighbourhood Network scheme provides a good example of how the capacity of those staff can be maximised by working collaboratively on a joint priority.
- 5.2 As we move to increasingly joint commissioning endeavours, we will ensure that good governance principles are maintained in relation to the activity under commission and that any use of pooled funds is managed by the appropriate legal instrument.
- 5.3 As has already been noted, some additional funding is likely to need to be generated to ensure that all the areas covered by the Neighbourhood Network schemes commence new contractual arrangements without experiencing detriment. Various options are being explored to ensure that the sum required can be built in to the 2010/11 budget allocation

6.0 Conclusion

- 6.1 The adequacy or otherwise of strategic commissioning of adult social care services now forms a key determinant in the overall assessment of Councils and their partners' efficacy in supporting adults in need. The activity described in this report will certainly provide a positive starting point as public services become subject to new and more integrated external assurance processes.
- 6.2 However, this report also indicates that successfully embedding a strategic commissioning approach to improving a range of outcomes for adults will take time and require the development of new skills and expertise by those engaged in its delivery.

7.0 Recommendations

- 7.1 Members of the Scrutiny Board are asked to consider and take note of the information contained in the report and its appendices.

Background Documents referred to in this report

1. Our Health, Our Care, Our Say - DoH
2. Independence, Wellbeing and Choice Inspection Report
3. Independence, Wellbeing and Choice Inspection Action Plan
4. Independence, Wellbeing and Choice - DoH
5. Performance Framework for Care Quality Commission – Feb 09

PROCUREMENT TIMETABLE – v10

PROJECT REF: 4092

Neighbourhood Networks Review

(Based upon Open procedure process for Annexe 1B service –
Unknown tendering strategy)

Task no	Activity	Responsibility	Achievement Date
	Pre Procurement Stage		
1	Project Scoping	Project team	March 2008
2	Identification of funding agreements	Project team	March 2008
3	Draft PID / Project timetable	Project Manager	April 2008
4	Promote consultation day events	Project manager	March 2008
5	Consult Stakeholders through consultation / communication events (5 or 6) held geographically in Leeds	Project team (inc Supporting people / PCT)	April/May 2008
6	Analysis of Neighbourhood Networks self assessment forms	Project leader to coordinate	End of Sept 2008
7	Baseline assessment of all funding agreements / contracts	Project team	End of Sept 2008
8	Decision if contracts or grants or combination of both	Project manager / Project Board	End of Sept 2008
9	Draft Project Brief to Project Board	Project Manager	Early October 2008
10	Seek legal advise as to TUPE applying to funding agreements	Project manager/PU	Early October 2008
11	Hold Options Appraisal workshop	Project team	24 th October 2008
12	Risk analysis	Project team	14 th November 2008
13	Decision re Service Mapping / Funding Formulae	Project team	March 2009
14	Identify Service Packaging	Project team / Project Board	End November 2008
15	Agree tendering strategy	Project team / project Board	March 2009
16	Neighbourhood network information awareness sessions	Project team	February 2009 (18 th , 19 th , 24 th , 27 th)
17	Soft Market testing	Project Team	To be decided
	Shortlisting / Tender stage		
18	** Project brief to be prepared – Incorporate into the Pre-Qualification Questionnaire (PQQ)	Project Manager	February 2009
19	** Create technical questions for PQQ	Project team	February 2009
20	** Drafting, consulting and finalising the outcome based specification	Project Manager	March 2009
21	Draft evaluation criteria	Project team	March 2009
22	Identify evaluation team	Project team	End January 2009
23	Terms & Conditions applicable to Contracts	PU Legal team	March 2009
24	Advertise (YP / SCMS / VAL etc)	Project team / PU	April 2009
25	Period for submission of applications	-----	March/April 2009

26	Period of city-wide consultations with Elected members	Project Team	March/April 2009
27	Place on Forward Plan	Project Manager	May 2009
28	Disseminate submissions for evaluation	Project team	Early May 2009
29	Evaluation of application proposals / method statements	Project team / Evaluation team	May/June 2009
30	Select organisations for awards	Project team / Evaluation team	Early July 2009
31	Project Board ratify decision for awards	Project Board	July/August 2009
	Contract award and lead in		
32	Delegated decision process for all awards – Key Decision (also to the PCT Board)	Project Manager	Early September 2009
33	Award Contracts	Adult Social Care contracts team – contracts drafted by PU legal team	September 2009
34	TUPE lead in period if TUPE was to apply	-----	October to December 2009
35	Lead-in period / mobilisation period	-----	January 2010 – March 2010
36	Start date for Contract	-----	01 April 2010
	Review of Procurement Process		May 2010

- Gateway review procedure not deemed necessary – Project Board / Adult Commissioning Board to sign off

- **Timetable accounts for full potential of TUPE transfer of staff to apply**