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## Report of the Director of Adult Social Services

### Scrutiny Board, Adult Social Care

Date: 17 March 2010

### Subject: Adult Social Care Commissioning Services Update

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#### Electoral Wards Affected:

Ward Members consulted  
(referred to in report)

#### Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

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## Executive Summary

This report provides Members of the Scrutiny Board, Adult Social Care (ASC) with an update on progress made with the review of the Neighbourhood Network Schemes (NNS), and the Inspection conducted in 2008 by the Commission for Social Care Inspection (CSCI) of ASC services with specific reference to older people and safeguarding. This update was requested by the Scrutiny Board at its meeting in October 2009. ASC Commissioning Services has, in partnership with NHS Leeds, Supporting People and the Corporate Procurement Unit, successfully completed the review of the NNS. Following on from this, the re-commissioning exercise is nearing completion and, in line with the Procurement Timetable presented to the Scrutiny Board in October 2009, new contracts to successful organisations are recommended to be awarded in March 2010 with a view to their commencement in July 2010. This successful and ground-breaking exercise has attracted regional and national recognition as an example of good commissioning practice. The Inspection Action Plan, prepared in response to the CSCI (now the Care Quality Commission – CQC) Independence, Wellbeing and Choice Inspection Report of 2008, is also nearing successful conclusion in April 2010. Good progress has been made against all the actions which relate specifically to Commissioning Services, including:

- the procurement of an expert partner to advise on the modernisation of buildings-based residential services
- development of service specifications for in-house services
- formal joint commissioning arrangements with NHS Leeds
- development of quality assurance systems for commissioned services
- joint investment and commissioning with NHS Leeds

These advances are set to make a significant contribution to improving the quality of care services commissioned, at a cost which remains affordable in the medium to long term for the citizens of Leeds.

## **1.0 Purpose Of This Report**

- 1.1 To provide Members of the ASC Scrutiny Board with a further report of the progress made and future plans for delivering the Neighbourhood Network Scheme (NNS) review and re-tendering exercise. The report also describes the progress made by ASC Commissioning in response to the Independence, Wellbeing and Choice Inspection of 2008.

## **2.0 Background Information**

- 2.1 At the ASC Scrutiny Board meeting in October 2009, the Deputy Director – Strategic Commissioning presented an update report detailing progress made on the NNS review process. In addition, the report included information on developments in response to the CSCI report of ASC Services, with specific reference to older people and safeguarding, and the resulting Action Plan. The ASC Scrutiny Board requested a further progress report in six months' time, and this report fulfills that request.
- 2.2 The NNS review commenced in March 2008 and was concluded successfully in the summer of 2009. The findings of the review formed the evidence base for a formal re-commissioning exercise for all NNS across the city, which commenced in June 2009. This process is now close to completion, with contracts due to be awarded in March 2010, with a view to their commencement in July 2010.
- 2.3 The Independence, Wellbeing and Choice Action Plan was received and endorsed by the Executive Board in December 2008 and work commenced immediately on its implementation. Ten of the reports' recommendations related specifically to commissioning. The recommendations require commissioners to procure improved information and advocacy services, move away from the provision of buildings-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 (please see Appendix 1: Inspection Action Plan). Excellent progress has been made on these requirements and the plan is on target to be concluded in April 2010.

## **3.0 The Neighbourhood Networks Services**

- 3.1 Since October 2009, the procurement of the NNS has been undertaken following the extensive review of the existing services. The review highlighted the inconsistency of funding and a wide variation on the quality of services delivered. The aim of the procurement exercise was to ensure a fairer distribution of funding and the opportunity to demonstrate how they can effectively and efficiently deliver a core set of quality outcomes for older people living in Leeds.
- 3.2 The City of Leeds was divided into 37 geographical boundaries and further divided into 3 area management areas, with the purpose of enabling collaboration and efficiencies. The funding formula, designed to ensure the equitable distribution of funding, was applied to each geographical area to determine the allocation of funding on contract award. Alongside this, officers have worked with key stakeholders to develop outcome based service specifications designed to bring greater clarity for organizations with regard to what they should be aiming to achieve. The consistent application of this specification across all the organizations will represent a significant improvement on the current arrangements which are extremely variable.

- 3.3 A competitive tendering exercise, carried out by the Corporate Procurement Unit, Leeds City Council ASC and NHS Leeds, resulted in 38 organisations being invited to submit tenders on 22 October 2009, which were evaluated during December 2009. The evaluation criteria required the organisations to demonstrate that they could successfully deliver the required outcomes within predetermined quality criteria relating to the NNS service specification. Clear guidance was provided on which documents needed to be completed, examples of how to demonstrate outcomes, and how the evaluation process would be conducted. The timetable for completion of the method statements was 6 weeks, at the end of this period the evaluation panel was convened. Because of the way the process was structured, a large number (more than 120 in total) of evaluations needed to be completed, the evaluation process ultimately concluding in January..
- 3.4 The commissioning process has consistently involved and consulted with existing and potential NNS providers at every stage. A range of support has been provided during the procurement process, as follows:
- i) access to one to one surgery sessions whereby commissioning, contracting and procurement officers were available to discuss issues with individual NNS
  - ii) an online dialogue was made available for all short-listed organisations to ask questions or raise issues about the tender on Supplier & Contract Management System (SCMS) at any time
  - iii) independent support from Rachel Koivunen from Leeds Voice to provide practical one to one help and guidance on how to complete the documentation
  - iv) support from the Enterprise Development Officer regarding organisational development
- 3.5 The recommendations arising from the evaluation exercise were presented to, and approved by, the NNS Project Board on 15 February 2010 and considered by the Director of Adult Social Services Delegated Decision Panel on 18 February 2010. Following the Delegated Decision process, it is intended to award contracts by March 2010, with the aim of contract commencement in July 2010.

#### **4.0 ASC Commissioning Response to the Independence, Wellbeing & Choice Inspection Report and Action Plan**

- 4.1 The Inspection recommended the commissioning of improved information and advocacy. As a result, a review of information and advocacy was commenced in August 2009 and concluded in January 2010. This led to the preparation of a new service specification, and a procurement timetable for new services is currently being prepared.
- 4.2 An expert partner, Cordis Bright Ltd, was procured to forecast demand and generate options for the modernisation of buildings-based residential services over the next two decades. Some of the data covered in their initial review has been used to inform the report submitted to the Executive Board of the Council in February by colleagues in Environments and Neighbourhoods, in relation to the application for PFI credits to significantly enhance the range of housing options for older people in the City, including the creation of 300 extra care units.
- 4.3 In order that our in-house provider services have clear service specifications and quality assurance systems in line with Independence, Wellbeing and Choice, commissioners have begun a process of introducing Service Level Agreements with providers, to include Home Care, Day Care and Mental Health Services.

- 4.4 Joint commissioning arrangements with NHS Leeds have developed well and so far include Mental Health Services, Home Care, Learning Disability Services and the NNS.
- 4.5 Quality assurance systems have been developed in partnership with NHS Leeds and are scheduled to be included in all commissioning activity.
- 4.6 In partnership with NHS Leeds, a joint approach to strategic commissioning, investment and market management is developing well.
- 4.7 A range of service integration initiatives are currently being progressed, for example in Intermediate Care Services, with the aim of improving the use of available resources to maximum benefit for service users.

## **5.0 Legal And Resource Implications**

- 5.1 The additional funding required to ensure adequate cover of the NNS in all areas of the city has been factored into the budget setting process for the year 2010/11.
- 5.2 This joint commissioning exercise, conducted by partners within Leeds City Council and NHS Leeds, has established a valuable precedent for future joint commissioning endeavors. It serves to deliver more efficient use of commissioning capacity whilst meeting the common goals of the organisations concerned.

## **6.0 Conclusions**

- 6.1 In the past two years. the Commissioning Service has made good progress in developing efficient and effective systems for the specification and procurement of adult social care services which accurately target need, are outcome focused, and deliver good value for money. The review and re-commissioning of the NNS is an prime example of this new approach to commissioning, which has drawn regional and national attention.
- 6.2 In order to continue to improve and develop ASC commissioning in Leeds, staff are embarked on a range of professional development initiatives, in conjunction with NHS Leeds, which will serve to better equip them to successfully meet the challenges which lie ahead.

## **7.0 Recommendations**

- 7.1 Members of the ASC Scrutiny Board are asked to consider and note the information contained in this report.

## **Background Documents referred to in this report**

- 1. Our Health, Our Care, Our Say – Department of Health
- 2. Independence, Wellbeing & Choice Inspection Report & Action Plan
- 3. Independence, Wellbeing and Choice – Department of Health
- 4. Putting People First – Department of Health
- 5. NNS Delegated Decision Panel Report – February 2010