

Report of Lucy Jackson, Chief Officer/Consultant in Public Health, Adults and Health

Report to Director of Adults and Health

Date: 30th August 2019

Subject: Request to award a grant to continue and expand the Supporting Wellbeing in Frailty (SWIFt) service to enable further testing, development and evaluation of the model

Are specific electoral wards affected? If yes, name(s) of ward(s):	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Has consultation been carried out?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Will the decision be open for call-in?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number: Appendix 2 of this report is exempt under the Access to Information Procedure Rules 10.4.3 as this contains commercially sensitive grant information relating to the organisations involved.	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

Summary

1. Main issues

- The Supporting Wellbeing in Frailty (SWIFt) projects have been running for 2 years as part of the Time to Shine programme, managed by Leeds Older People's Forum (LOPF) and funded by The National Lottery Community Fund, Leeds Clinical Commissioning Group (CCG) and improved Better Care Fund (iBCF). Funding for the SWIFt project from Time to Shine has now ceased and from April 2019 Leeds City Council (LCC), using iBCF funding, has assumed responsibility for commissioning the SWIFt service.
- The SWIFt service was reviewed at the beginning of the year with key stakeholders. A number of recommendations were developed to continue and expand the service with the aim to further test, evaluate and learn from the existing model.
- A report was presented for delegated decision on the 15th May 2019 where the following recommendations were approved:
 - a. To continue to deliver the service with the existing delivery partners, Age UK Leeds, Crossgates Good Neighbours, Older People's Action in the Locality (OPAL), Bramley Elderly Action and Health for All, to enable the ongoing development, testing and evaluating of the service.

- b. Expand the service into six new Local Care Partnership (LCP) areas with the greatest need in terms of levels of moderate and severe frailty and deprivation by undertaking a competitive grant process.
 - c. Provide advice and guidance across the LCP areas in relation to best practice approaches for supporting older people from BME communities that are living with frailty.
 - d. Deliver a citywide service to provide support to older people living with frailty that have more complex (physical and mental) health needs. In addition, the citywide service will provide support and opportunities to share best practice amongst local SWIFt workers in each area, including best practice around the needs of people living with frailty within some of the specific target audiences. A competitive grants process will also be utilised for the award of this funding.
- The distribution of funding was approved at Delegated Decision Panel on the 15th May 2019.
 - Following the approval of the recommendations above a competitive grant process was commenced on the 12th June for the citywide and additional LCP based areas. The scheme was advertised via the Yortender electronic tendering system utilising a restricted procedure. 3rd sector organisations who had expressed an interest via Leeds Older People's forum were selected for an invitation to submit a Grant Application. A Project brief and Grant Application documentation was published on 12th June 2019 with a closing date of 12 noon on the 3rd July was given for submissions.
 - In total 10 applications were received by the deadline with a minimum of one bid per area. Applicants were required to complete and provide all information in accordance with the instructions contained within the Project Brief. Grant submissions were assessed based on 100% quality, with the financial values fixed prior to invitation to the competitive grant application process for the citywide and each LCP area. The evaluation panel (consisting of Public Health Older People's Team, Adults and Health Commissioning and Leeds Older People's Forum (Time to Shine) reviewed each grant submission and objectively assessed the extent to which each application met each of the specified evaluation criteria. The panel agreed scores for each criteria to ensure the evaluation criteria were consistently applied, with the final score for each bidder being a consensus score.
 - Of the 10 applications, all were compliant with the qualifying and selection criteria, therefore all went through to the full panel evaluation. There were only two areas; that of the City Wide service and Beeston LCP which received more than one grant application from potential bidders.
 - In line with the grant instructions the two highest scoring applicants for the Citywide Service were invited to attend a face to face interview. The two applicants for the Beeston LCP were also invited to interview. A clarification interview took place on the 17th July 2019. The purpose of the interviews was to clarify areas of the application, adjusting scores either up or down as appropriate based on the responses provided.
 - The applications with the highest scores for the citywide service and 5 of the 6 LCP areas (with the other area receiving a tied outcome during the clarification interview) are the applications that are recommended for award of funding. Appendix 1 includes the names of the successful applicants for each of the local LCP areas

plus the citywide provider based on the panel's consensus scoring. Appendix 2 provides the consensus scores summary of the highest scoring applications.

- This report provides the background to the decision to undertake a competitive grant process for this service. It then outlines the competitive grant process and the outcome from the evaluation exercise.

2. Best Council Plan Implications

- Ensuring the continuation and expansion of the SWIFt service by the organisations identified reflects the ambition of the Best Council Plan to keep building a strong economy and working compassionately to tackle poverty and disadvantage.
- The SWIFt service specifically contributes to the Age Friendly priorities within the Best Council Plan. The SWIFt service effectively reaches vulnerable older people living with frailty in need of support to build confidence, wellbeing and resilience. The targeted, person centred support has enabled positive change and results in older people receiving the care and support they need therefore enabling them to participate in community life.

3. Resource Implications

- The total value of the grant proposals contained within this report is £600,000 (£300,000 per annum for the next two years). This will be met through the iBCF funding.
- The funding has been allocated in the following way:
 - a. £30,000 per annum for each locality based service
 - b. £120,000 per annum for the citywide service
- This service is a key part of the developing a proactive frailty model in Leeds. This is set within the overall approach that the city has signed up to with Population Health Management. Therefore the future sustainability of the SWIFt service will be agreed by Leeds Providers' Integrated Care Collaborative (LPICC) as the future model is implemented. Presently the majority of the funding for this cohort is in the statutory sector and this service will enable the third sector to become a significant voice in these future provider agreements.

Recommendations

The Director of Adults and Health is recommended to:

- a) Approve the award of grant funding as per the recommendations of the evaluation panel as presented in Appendix 1.
- b) Note that the grants will commence on the 1st October 2019 until the 30th September 2021 with an option to extend for a further 12 months (subject to additional funding).
- c) Note that a further competitive process will take place for the Beeston LCP area to identify the delivery partner following a tied outcome during the clarification interview. This area will be appointed following a separate decision.
- d) Note that officers from the Public Health Older People's Team, A&H commissioning and Procurement and Commercial Services will engage with all providers following

the decision to ensure a smooth mobilisation period prior to commencement of the grant.

1. Purpose of this report

- 1.1 This report describes the outcome and recommendations following a competitive grants process to identify local third sector organisations with either a citywide or local care partnership (LCP) area coverage.
- 1.2 To seek approval from the Director of Adults and Health to award grant funding across the citywide and six new Local Care Partnership (LCP) areas. This funding will commence on the 1st October 2019 for a period of two years.

2. Background information

- 2.1 The SWIFt projects have been running for 2 years as part of Time to Shine, managed by LOPF and funded by Big Lottery, Leeds CCG and iBCF.
- 2.2 SWIFt was established in 2016 to focus on providing one to one support for older people that are socially isolated and/or lonely and living with frailty to improve their wellbeing and independence. The current SWIFt service has been delivered by a partnership of five different delivery partners across Leeds: Age UK Leeds, Crossgates Good Neighbours, OPAL, Bramley Elderly Action and Health for All. A person-centred approach is used to encourage and support the older person to increase their levels of confidence, emotional wellbeing and resilience. This in turn aims to reduce their vulnerability to frailty.
- 2.3 The decision to expand the SWIFt service via a grant process was published on the list of forthcoming decisions in April 2019. On the 15th May 2019 the following recommendations were approved by delegated decision:
 - 2.3.1 To continue to deliver the service with the existing delivery partners, Age UK Leeds, Crossgates Good Neighbours, OPAL, Bramley Elderly Action and Health for All, to enable the ongoing development, testing and evaluating of the service.
 - 2.3.2 Expand the service into six new LCP areas with the greatest need in terms of levels of moderate and severe frailty and deprivation by undertaking a competitive grant process (Seacroft, Chapeltown, Burmantofts and Richmond Hill, Armley, Garforth/Kippax/Rothwell and Beeston).
 - 2.3.3 Provide advice and guidance across the LCP areas in relation to best practice approaches for supporting older people from BME communities that are living with frailty.
 - 2.3.4 Deliver a citywide service to provide support to older people living with frailty that have more complex (physical and mental) health needs. In addition, the citywide service will provide support and opportunities to share best practice amongst local SWIFt workers in each area, including best practice around the needs of people living with frailty within some of the specific target audiences. A competitive grants process will also be utilised for the award of this funding.
- 2.4 An open and transparent competitive grant process commenced on the 12th June 2019 with a closing date for submissions of 12 noon, 3rd July 2019. The opportunity was promoted to the third sector market via Leeds Older People's Forum to maximise the intended market. Third sector organisations who had expressed an interest received direct notification of the grant opportunity through the YORtender portal.

- 2.5 In total 10 bids were received with a minimum of one bid per area for the citywide and LCP areas. Of the 10 bids, all met the qualifying criteria and went through to the full panel evaluation. There were only two instances where an area received more than one grant application from potential bidders. These were the citywide service and the Beeston area.
- 2.6 The evaluation panel consisted of representatives from Public Health Older People's Team, Adults and Health Commissioning and Leeds Older People's Forum (Time to Shine). Procurement support was provided at the shortlisting stage and following the clarification interview. The panel was chaired by the Head of Public Health (Older People).

3. Main issues

- 3.1 A competitive grant process was commenced on the 12th June for the citywide and additional LCP based areas. The scheme was advertised via the Yortender electronic tendering system utilising a restricted procedure. 3rd sector organisations who had expressed an interest via Leeds Older People's forum were selected for an invitation to submit a Grant Application. A Project brief and Grant Application documentation was published on 12th June 2019 with a closing date of 12 noon on the 3rd July was given for submissions.
- 3.2 Grant submissions were assessed based on 100% quality, with the financial values fixed prior to invitation to the competitive grant application process for the citywide and each LCP area. The evaluation panel assessed and scored each submission via a consensus approach.
- 3.3 Applicants had to pass a qualifying question which confirmed that they were a third sector organisation that had an established local presence within the area they were applying for. In addition there was a requirement to score a minimum of 10 out of the 20 available points to be considered for the next phase of the grant exercise. The selection criteria questions which aimed to ascertain:
 - 3.3.1 Their knowledge about the wellbeing and independence needs of older people that are living with frailty in the area they were applying for.
 - 3.3.2 The experience of the organisation had in working with older people on a one to one basis
- 3.4 Each question was given a score rating for quality between 0–10; the same principle applied to the rest of the evaluation process. The second phase was the evaluation of the grant application questions that carried different weightings, depending on the importance to the grant project brief. The final weighted scores out of a total of 1000 points were calculated separately after the panel scoring had taken place.
- 3.5 Out of the applications, all submissions met the qualifying and selection questions. All responses scored as satisfactory and above. No minimum score criteria was set for this process. The lowest scoring applicant for the citywide project was not invited for interview as the panel noted that, due to the margin between the score and the highest scoring applicant, it would not have an impact on the final outcome.
- 3.6 In line with the application instructions clarification interviews took place for the citywide grant and where more than one evaluated application was received for an LCP area. The purpose of the interviews were to clarify areas of the application, adjusting scores either up or down as appropriate based on the response provided.

- 3.7 The outcome from the scoring process from the clarification interview resulted in:
- 3.7.1 The highest scored application for the citywide grant being recommended for award of funding.
 - 3.7.2 A tied outcome for the Beeston LCP area. Following advice from Procurement and Commercial Services a further competitive process in the form of an interview/presentation will be carried out by the panel to determine the highest scoring applicant. The format of this interview is currently being developed and will shortly thereafter be communicated to the relevant applicants.
- 3.8 In light of the outcome from the Beeston LCP area Officers are recommending grant awards go ahead for all of the remaining areas while a further process is completed to identify the delivery partner for Beeston. The outcome of the second face to face interview will be scored and the outcome of this and any resulting recommendation will be summarised in an additional report and submitted as an administrative decision in light of the overall value of the decision being under £100,000.
- 3.9 Appendix 2 provides a summary of all evaluated submissions and scores awarded. This document is identified as confidential as per the Access to Information Procedure Rules 10.4 (3). This rule states that information relating to financial or business affairs is exempt if and so long, as in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information. For clarity, “financial or business affairs” includes contemplated, as well as past or current, activities. In this instance, the information contains details about the systems, processes and management of the relevant organisations which are sensitive by their nature.
- 3.10 The Public Health Older Peoples Team will engage with the successful organisations to ensure a smooth mobilisation period ready for the grant agreements starting on the 1st October 2019.

4. Corporate considerations

4.1 Consultation and engagement

- 4.1.1 The need for this service was identified through an extensive engagement process with older people, carers, community workers, statutory sector partners and decision makers across Leeds.
- 4.1.2 During the development of the Time to Shine Programme, LOPF conducted a case study exercise with providers of older people's services. Providers were asked to report on successful strategies for identifying and supporting the most socially isolated older people. 16 case study responses were received. A strong theme across the case studies was the need for longer term support to enable older people to access services and activities. As a result of frailty, disability and long term social isolation self-confidence had been lost. Help to regain this lost confidence was key to helping older people meet their needs.
- 4.1.3 As part of the development of the new model a workshop was held in January 2019 with providers and other key stakeholders including representatives from a range of Third Sector organisations, Leeds CCG, LCC Adults and Health Commissioning Team. Following this a business case was written and submitted to secure the future funding from iBCF to expand the service further.

4.1.4 In April 2019 the SWIFt service was discussed at the Forum Central Health Leaders Network during a workshop looking at frailty. The learnings from the first stage of the SWIFt project and the proposed plans for the expansion were discussed. Feedback from this session was used in the final project brief.

4.2 Equality and diversity / cohesion and integration

4.2.1 An Equality, Diversity, Cohesion and Integration Impact Assessment has been completed for this project (appendix 3). This tool indicates that a full assessment is not required as the recommendations of the report will not impact negatively on service users, staff or stakeholders.

4.2.2 All successful bidders have stated that appropriate policies and procedures are in place, which will be verified by officers during the award process.

4.3 Council policies and the Best Council Plan

4.3.1 The provision of grants in this way supports the vision of the Leeds Health and Wellbeing Strategy 2016-2021. It contributes to outcome 2: People will live full, active and independent lives, and outcome 5: People will live in healthy, safe and sustainable communities.

4.3.2 This work contributes to the aim of 'Making Leeds the Best City to grow old in' which is overseen by the Age Friendly Board, chaired by Councillor Charlwood

4.3.3 Ensuring the continuation of these services by the organisations identified reflects the ambition of the Best Council Plan to keep building a strong economy and working compassionately to tackle poverty and disadvantage. The SWIFt service specifically contributes to the Age Friendly priorities within the Best Council Plan.

4.3.4 The services delivered through the SWIFt service supports the delivery of the Leeds Health and Care Plan through the Self-Management and Proactive Care Board and the population health management approach that has been taken for the Frailty Segment. It is embedded within the proactive model designed by the Clinical Frailty Strategy Group, which is being implemented at LCP level.

Climate Emergency

4.3.5 In March 2019 Leeds City Council unanimously declared a climate emergency. In response to this emergency the Council is working towards carbon neutrality by 2030. The plan to achieve this goal includes: reducing pollution and noise; improving air quality, and; promoting a less wasteful, low carbon economy. The SWIFt project is largely built around locally-based partners engaging with and supporting older people living within a close proximity of the SWIFt partner. This reduces the need for staff or volunteers to travel over large distances when going out to support older people living with frailty. By focusing the project in small areas enables public transport and active travel options to be an easier option again reducing car use.

4.3.6 The SWIFt project will support older people living with frailty who are vulnerable to extreme weather. As part of this they will encourage the uptake of high impact interventions and signpost to organisations such as Home Plus who can support with:

- 4.3.6.1 Installation of some heating improvements e.g. radiators, heaters, controls
- 4.3.6.2 Repairs of heating and hot water systems and appliances
- 4.3.6.3 Servicing of heating and hot water systems and appliances
- 4.3.6.4 Installation of carbon monoxide detectors
- 4.3.6.5 Provision of temporary heating where appropriate
- 4.3.6.6 Installation of small energy efficiency measures, e.g. radiator panels, draft proofing, pipe lagging, fitting energy saving devices.
- 4.3.7 As part of the grants award process officers will be raising awareness of the Council's climate emergency declaration and encouraging the successful bidders to adopt greener working practices as and where possible.

4.4 Resources, procurement and value for money

- 4.4.1 The total value of the proposals contained within this report is £600,000 (£300,000 per annum for the next two years). This will be met through the iBCF funding.
- 4.4.2 The funding has been allocated in the following way:
 - 4.4.2.1 £30,000 per annum for each locality based service
 - 4.4.2.2 £120,000 per annum for the citywide service
- 4.4.3 Of the total amount of funding available £360,000 will enable the service to expand into the six new LCP areas. £240,000 will fund the citywide service.
- 4.4.4 To date the SWIFt service has evidenced through quarterly monitoring a positive impact on participants. This positive impact includes improved wellbeing and reduced levels of isolation. Plans to further test, develop and evaluate the model will enable us to determine whether by working with frail older people to improve health and maintain independence will result in a reduction in their health and social care usage.
- 4.4.5 The SWIFt service effectively reaches vulnerable older people living with frailty in need of support to build confidence, wellbeing and resilience. The targeted, person centred support has enabled positive change and resulted in older people receiving the care and support they need enabling them to participate in community life.
- 4.4.6 This service is a key part of the developing a proactive frailty model in Leeds. This is set within the overall approach that the city has signed up to with Population Health Management. Therefore the future sustainability of the SWIFt service will be agreed by LPICC as the future model is implemented. Presently the majority of the funding for this cohort is in the statutory sector and this service will enable the third sector to become a significant voice in these future provider agreements.

4.5 Legal implications, access to information, and call-in

- 4.5.1 The decisions highlighted in this report will be taken by the Director of Adults and Health in line with the officer delegation scheme as detailed in Part 3 of the Council's Constitution.
- 4.5.2 The grant process and budget allocation was approved via a delegated decision on the 15th May 2019 and was subject to call in at the time. Prior to this the decision was published on the list of forthcoming decisions. In light of these details this

report is submitted as a significant operational decision and is therefore not subject to call in.

- 4.5.3 Although there is no overriding legal obstacle preventing the award of these grants the contents of this report should be noted. In making their final decision, the Director of Adults and Health should be satisfied that the course of action chosen represents best value for the Council.

4.6 Risk management

- 4.6.1 The competitive grants process covered in this report was undertaken in a fair, open and transparent way and overseen by the Procurement and Commercial Service. Officers from Public Health Older People's team, Adults and Health Commissioning, and LOPF undertook the evaluation of applications in order to ensure that funds are granted appropriately.
- 4.6.2 Officers from the Public Health Older People's Team will oversee the implementation of the grant in conjunction with officers from Procurement and Commercial Services.
- 4.6.3 An updated project brief has been finalised and work will be undertaken to agree the monitoring requirements for the SWIFt delivery partners. The grant will be monitored by officers in the Adults and Health directorate.

5. Conclusions

- 5.1 The current SWIFt service has shown that it is effective in terms of improving outcomes for older people living with frailty. Approval of the grant funding will ensure the continuation and expansion of the SWIFt model enabling a longer term evaluation to explore participant's usage of health and social care services.
- 5.1.1 Officers from the Public Health Older People's Team will oversee the implementation of the grant in conjunction with officers from Procurement and Commercial Services.

6. Recommendations

The Director of Adults and Health is recommended to:

- a) Approve the award of grant funding as per the recommendations of the evaluation panel as presented in Appendix 1.
- b) Note that the grants will commence on the 1st October 2019 until the 30th September 2021 with an option to extend for a further 12 months (subject to additional funding).
- c) Note that a further competitive process will take place for the Beeston LCP area to identify the delivery partner following a tied outcome during the clarification interview. This area will be appointed following a separate decision.
- d) Note that officers from the Public Health Older People's Team, A&H commissioning and Procurement and Commercial Services will engage with all providers following the decision to ensure a smooth mobilisation period prior to commencement of the grant.

7. Background documents¹

Appendix 1 – SWIFt Areas awarded

Appendix 2 – Evaluation Summary (Confidential)

Appendix 3 – Equality Impact Screening Toolkit

¹ The background documents listed in this section are available to download from the council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.