

Title of Report:	Voluntary Sector - Prospectus Adult Social Care
Report to be considered by:	Executive
Date of Meeting:	27 March 2014
Forward Plan Ref:	EX2741

Purpose of Report: To report on findings of the consultation on the proposal to introduce an outcomes focused grants prospectus to manage the investment in the voluntary sector by Adult Social Care.

Recommended Action: To seek agreement to the implementation of outcomes-based Voluntary Sector prospectus

Reason for decision to be taken: To progress implementation of the Voluntary Sector Prospectus.

Other options considered: None

Key background documentation: None

The proposals contained in this report will help to achieve the following Council Strategy priority:

CSP1 – Caring for and protecting the vulnerable

The proposals will also help achieve the following Council Strategy principle:

CSP5 - Putting people first

Portfolio Member Details	
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Date Portfolio Member agreed report:	21 January 2014

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Implications

Policy:	n/a
Financial:	Whilst not the key driver, the review of existing grants and the proposals contained in this report should deliver savings that will go towards the targets contained in the ASC Efficiency Programme.
Personnel:	n/a
Legal/Procurement:	The details of the proposed new arrangements will be agreed with both Legal and Procurement. This is not expected to be an issue as the proposed approach has already been adopted by other councils.
Property:	n/a
Risk Management:	n/a

Is this item relevant to equality?	Please tick relevant boxes	Yes	No
Does the policy affect service users, employees or the wider community and:			
• Is it likely to affect people with particular protected characteristics differently?		<input checked="" type="checkbox"/>	<input type="checkbox"/>
• Is it a major policy, significantly affecting how functions are delivered?		<input type="checkbox"/>	<input checked="" type="checkbox"/>
• Will the policy have a significant impact on how other organisations operate in terms of equality?		<input type="checkbox"/>	<input checked="" type="checkbox"/>
• Does the policy relate to functions that engagement has identified as being important to people with particular protected characteristics?		<input checked="" type="checkbox"/>	<input type="checkbox"/>
• Does the policy relate to an area with known inequalities?		<input type="checkbox"/>	<input checked="" type="checkbox"/>
Outcome (Where one or more 'Yes' boxes are ticked, the item is relevant to equality)			
Relevant to equality - Complete an EIA available at www.westberks.gov.uk/eia			<input checked="" type="checkbox"/>
Not relevant to equality			<input type="checkbox"/>

Is this item subject to call-in?	Yes: <input checked="" type="checkbox"/>	No: <input type="checkbox"/>
If not subject to call-in please put a cross in the appropriate box:		
The item is due to be referred to Council for final approval		<input type="checkbox"/>
Delays in implementation could have serious financial implications for the Council		<input type="checkbox"/>
Delays in implementation could compromise the Council's position		<input type="checkbox"/>
Considered or reviewed by Overview and Scrutiny Management Commission or associated Task Groups within preceding six months		<input type="checkbox"/>
Item is Urgent Key Decision		<input type="checkbox"/>
Report is to note only		<input type="checkbox"/>

Executive Summary

1. Introduction

- 1.1 This paper sets out a proposal to change the way we commission services from the voluntary sector by introducing a prospectus. The aim is to shift to commissioning on the basis of outcomes, create transparency around why and how investment is driven, stimulate innovation and promote collaboration in the sector. Initially the focus will be on services commissioned by Adult Social Care, but further work is being completed that will spread this concept across the Council and potentially with partners. Further detail on this will be provided in a separate paper.
- 1.2 Adult Social Care currently invests over £1m per year in a range of preventative services delivered by voluntary sector organisations. These arrangements have developed over time on the basis of varying government initiatives, and have not changed appropriately as the spend has grown.
- 1.3 In August 2013 a report was taken to Management Board setting out a proposal to change the way the Council commission Adult Social Care services from voluntary organisations. Agreement was sought to the change in process and a public consultation carried out on the proposed outcomes that will drive the approach.
- 1.4 This work forms part of the 'Cross Cutting Themes' project that has reviewed a wide range of activity including spending within the Voluntary Sector.

2. Proposals

- 2.1 Implement a new outcomes-based prospectus for voluntary sector organisations

3. Equalities Impact Assessment Outcomes

- 3.1 A consultation exercise was carried out from 18th October to 29th December 2013. The aim was to ensure effective engagement, promote greater understanding of the proposal and identify any issues that would need to be addressed.
- 3.2 Key themes that emerged from the consultation included: the need to ensure transparency, concern about the potential impact of change on vulnerable adults and smaller organisations and the need for involvement by wider partners e.g. Health. More detail is provided in the body of this report.

4. Conclusion

- 4.1 That Executive agrees to implement the Voluntary Sector prospectus.

Executive Report

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- 1.2 Within the Adult Social Care (ASC) Efficiency Programme there is a 'Cross Cutting Themes' project that has reviewed a wide range of activity including spending with the Voluntary Sector.
- 1.3 In August 2013 a report was taken to Management Board setting out a proposal to change the way the Council commissions Adult Social Care services from voluntary organisations. Agreement was sought to the change in process and a public consultation carried out on the proposed outcomes that will drive the process.

2. Context

- 2.1 ASC currently spends £1,081,664 per year on services delivered by voluntary sector organisations, these are largely prevention focussed. This spend excludes the commissioning of specific services delivered to named clients (the meeting of identified need required by statute) but the services are used by vulnerable adults with eligible social care needs. Existing arrangements have evolved over time, supported by government initiatives to stimulate the development of specific preventative services for example dementia support. As more services have developed overall investment has increased.

3. Review Process and Outcomes

- 3.1 A detailed review of all existing payments has been undertaken by ASC and colleagues from Care Commissioning, Housing and Safeguarding.
- 3.2 Appendix A provides a complete list of the payments made to voluntary sector organisations by ASC. The list identifies as Group C those payments that would end on 30th June 2014 and be replaced with a new process that is explained in the following section.
- 3.3 The consultation focused on 6 outcomes:
 - (1) Outcome 1: Helping people to continue caring
 - (2) Outcome 2: Supporting vulnerable adults to remain living independently in the community
 - (3) Outcome 3: Supporting vulnerable adults to continue to manage their long term conditions
 - (4) Outcome 4: Helping vulnerable adults to have a voice in the community

- (5) Outcome 5: Supporting vulnerable adults to access employment
- (6) Outcome 6: Preventing social isolation

4. Reasons for change

4.1 Although active quality/performance monitoring ensures providers are delivering good quality, effective services, the current approach has some disadvantages:

- (1) A lack of transparency in the process
- (2) Lack of competition, integral to delivering efficiencies
- (3) Limited opportunity for new voluntary sector organisations to enter the market
- (4) Expectation that service investment will continue with specific organisations
- (5) A lack of innovation

4.2 Given these disadvantages it was felt that there is a requirement for a more robust, competitive, transparent commissioning process to:

- (1) Embed a more strategic approach to commissioning, taking account of new national directives, local need and opportunities to join up with other stakeholders e.g. Health
- (2) Ensure compliance with the Council's Contract Rules of Procedure.
- (3) Attract new voluntary sector organisations to provide services in West Berkshire.
- (4) Encourage innovation in service delivery
- (5) Encourage collaboration between voluntary organisations
- (6) Enable an outcomes based performance framework
- (7) Build social capital

4.3 A traditional tender route would ensure compliance, transparency and competition, and has already been used by the Council for example the Berkshire Carer Services Contract commissioned jointly with Reading BC, Wokingham BC and the CCG. However, there is a concern that smaller organisations would struggle to meet the challenges integral to a traditional tender process. The consequence of this would be a focus on larger organisations which would continue to limit opportunities for smaller organisations and reduce innovation.

5. Proposal

5.1 To implement a Prospectus which will set out the Council's requirement for preventative services it would like delivered by voluntary sector organisations.

- 5.2 The prospectus would set out what is required, the outcomes to be met and an indication of the funding that could be available. Performance management of services would be based on the outcomes and outputs agreed as part of the selection process.
- 5.3 Voluntary sector organisations would then apply to deliver the services. The application would include financial due diligence, evidence of their experience and an outline of how they would meet the requirements to ensure delivery against agreed outcomes.
- 5.4 Applications would be evaluated by a panel against an agreed criteria; this would promote competition. Terms and conditions would be set at the start of the process, the application would lead to a detailed service specification and contracts would then be awarded in accordance with the Council's Contract Rules of Procedure.
- 5.5 When grants are awarded under the new prospectus account managers will be identified to manage the relationship with the successful organisations, managing performance, communicating strategic plans and ensuring a detail understanding of the organisation's intentions.
- 5.6 It is felt implementing this approach will ensure there is a robust commissioning process that is transparent, competitive and delivers value for money. It will offer more stability as it is hoped that voluntary sector organisations will be able to see in advance how the service they provide fits in to the identified outcomes. In addition organisations are likely to be awarded contracts for longer periods, but still enable the Council to respond to changes in funding important in the current climate.
- 5.7 Implementing the new process will address requirements around having a named account manager and ensuring a consistent contract performance approach. This prospectus will have an initial focus on services for adults but plans are already in place to widen it to include other service areas e.g. Children's.

6. Financial Implications

- 6.1 The key aims of the review were to ensure a clear understanding of the services delivered with the current funding and to implement a more transparent and competitive process that encourages innovation.
- 6.2 The review has already identified £238,190 of grant payments that need to end with the funds transferred to commissioning budgets where they will be used on provide services at individual client level.
- 6.3 The review has also identified £40k of grant budgets that are no longer required and can be added to the achieved savings total for this project.
- 6.4 Now the consultation process has been concluded further work will be undertaken on the packaging of services, the required outcomes and the total grant available.

7. Consultation and feedback

7.1 The importance of establishing an on-going dialogue about any changes to services for vulnerable people was acknowledged and plans were put in place to ensure a robust consultation involving service users and voluntary sector providers.

7.2 The consultation was about moving to an outcomes-based approach but information was also provided about the proposed commissioning process.

7.3 The consultation on the proposed outcomes was undertaken from 18th October to 29th December. The feedback received was widely supportive of the approach and outcomes and will be used to refine the detail in the final prospectus. See attached consultation plan (Appendix B) for lists of range of methods used.

7.4 Consultation was conducted using a variety of methods including:

- (a) Use of existing forums and channels to link with service users, partner agencies, voluntary organisations and carers
- (b) Details of the proposal were placed on consultation finder
- (c) One-off focus group events were held with service users, carers and staff.

7.5 The following themes emerged from the feedback:

(1) Need to ensure transparency

Feedback supported introduction of a more transparent process. Some concern about how new entrants would become aware of the opportunity and importance of reaching out effectively to building trust with organisations going forward.

Engagement has already started with existing voluntary organisations to ensure that they are made aware of the prospectus; this has included a specific provider event. The prospectus will be published on the Council's procurement portal and circulated to organisations that support voluntary sector organisations and information will be sent to neighbouring authorities so that they can make voluntary organisations in their area aware.

(2) Concern about how the proposal could impact vulnerable adults

Change to existing services, either in terms of provider or the model of delivery, would impact existing service users who are happy with current arrangements.

It was recognised that existing service users may become anxious about the potential for change. Engagement with existing service users and carers about the process and potential impact formed a major part of the 6 week consultation process. Service users/carer representatives will be involved in the evaluation panels and service user engagement will be included as one of the evaluation criteria. Consideration has been given to the equalities impact of the new

approach; the consultation responses will be used to inform the measures the council should take to mitigate any adverse effects identified for individuals with protected characteristics.

- (3) Clarity around the detail of the outcome and how success will be evaluated

There was concern about how the outcomes would be expressed it was suggested that descriptions used as part of the consultation were more like themes/headings and that they needed to be written so that they were more specific, requirements were clearer and could be measured.

This feedback will be used to inform the final prospectus; in addition, direct input from key stakeholders including representatives from service users will be sought as part of this.

- (4) Lack of health involvement

Concern that the prospectus has not been launched jointly with health partners, potential lost opportunity to deliver joined up services that offer greater value for money.

Public Health has been engaged in the development of the draft outcomes and has committed investment to the prospectus. There has also been engagement with Clinical Commissioning Groups about the potential to do something jointly. Timescales did not allow for a joint prospectus this time but there was commitment to doing something in the future.

- (5) Impact on smaller organisations and current providers

Welcomed the possibility of agreements for a longer duration and the potential financial stability it would bring. Concern around how smaller organisations and existing providers will cope with/resource a response to the new process. Concern that the focus should be on the outcome but that a more competitive process may favour lower cost organisations.

The new process has been designed so that it is more accessible by smaller organisation. A 'Meet the buyer' event has been included in the overall project plan to allow an opportunity for more technical discussions about how it will work and reasonable adjustments to be made. In addition, 3 month period has been included following contract award, this should allow sufficient time for a smooth transition to include communication with service users.

The evaluation criteria will ensure a strong focus on quality, particularly how the organisation will achieve the set outcomes. Service user/carer representatives will form part of the evaluation panel.

- (6) Doubts about potential new entrants

Feedback that the new process may not result in new entrants; local voluntary sector is quite small and feeling that it will continue to remain so.

Comments are noted and further engagement will ensure the new approach will be publicised as widely as possible with a particular focus on voluntary sector infrastructure.

8. Conclusions and recommendations

- 8.1 The proposals contained in this report would subject £666K of existing payments to a competitive process for the first time. Allocation of the funding will be driven by priority attached to the outcomes resulting from the consultation process.
- 8.2 The remaining investment has already been awarded on the basis of a formal tender process. This is expected to promote innovation by opening the door to new organisations.
- 8.3 Whilst the initial focus is very much on ASC, the proposed Prospectus will be expanded to include other services.
- 8.4 That Executive approves the implementation of a outcomes-based Voluntary Sector prospectus.

Appendices

Appendix A - Full list of grant payments made to Voluntary Sector Organisations

Appendix B - Consultation plan

Appendix C – Equality Impact Assessment

Consultees

Local Stakeholders: Consultation completed as set out at Appendix C.

Officers Consulted: Steve Duffin - Head of Service, ASC Efficiency Programme

June Graves - Head of Service Care Commissioning, Housing & Safeguarding

Rachael Wardell - Corporate Director, Communities

Communities Directorate Leadership Team

Barbara Billett - CCH&S

ASC Efficiency Programme Board

Jenny Matheson - Solicitor

Shiraz Sheikh – Solicitor

Corporate Board

Trade Union: Not applicable

Voluntary Sector Payments

(Account Managers shown in brackets where in place)

Organisation	2013/14 Base Budget £	Description
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Group A - Awarded under a competitive procurement process managed through Contracts & Commissioning Team

Berkshire Carers Service	48,660	Carer support service - joint contract with Reading BC, Wokingham BC and the CCG
Family Resource Service	58,500	Healthwatch - consumer watchdog focussing on health and social care services
Bromford Housing	43,849	Respite flat - preventing hospital admission by providing short term accommodation for people with mental health needs
Kinsley Centre	86,370	Brokerage service for Cash Personal Budget clients
SEAP (Support, Empower, Advocate, Promote)	20,163	Complaints advocacy service
Total	257,542	

Group B - small grants under review

Carers Grant CAB (Citizens Advice)	20,860	Contribution to corporate agreement with CAB to provide info, advice and guidance
Alzheimer's Society	5,520	To deliver a monthly Dementia café in West Berkshire for carers. Provide info, advice and support for carers and those they care for with dementia
Parkinsons Society	3,920	To provide support to carers of people with Parkinsons
Reading Crossroads Young Dementia	10,930	Support for those caring for younger people with dementia - joint funded with Reading & Wokingham
Reading Crossroads Can Do It Club	3,954	Preventing social isolation for PD Adults
Harbour Group Drug & Alcohol	4,600	Support group for people with drug and alcohol problems
Thames Valley Positive Support	13,587	To provide support to those affected by HIV/Aids in West Berkshire and to ensure those newly diagnosed with HIV regain the quality of life they experienced pre-diagnosis. This grant will end on 31/3/14 as it has been established that responsibility for providing such support services rests with Public Health.
Basingstoke Advice Centre	10,000	To provide a telephone support and individual counselling service to anyone over the age of 16 years who has been raped, sexually abused or sexually assaulted at any time in their lives. This grant will end on 31/3/14 as it has been established that responsibility for providing such support services rests with Public Health.

Reading Deaf Centre	6,300	Contribution to a service providing info, guidance, advice and support. The contract covers a number of Council's, Reading BC being the awarding body.
West Berks Citizen Advocacy Service	40,667	Annual funding awarded following successful bids to Learning Disability Partnership Board (Board includes parents and service users). Monies available come from the Learning Disabilities Development Fund.
WBiLN (West Berkshire Independent Living Network)	37,066	Umbrella organisation promoting 'user voice' by providing support and grants to other voluntary sector organisations and individuals. The need to continue with this grant to be reviewed by March 2014, taking into account the development of the Healthwatch contract.
Total	157,404	

**Group C - To be covered by proposed new procurement arrangements
(Account Managers shown in brackets)**

Package 1 - to be included in 'Prospectus'		
Crossroads Rapid Response (Tandra Forster)	250,670	Carers respite services
Crossroads - Café (Tandra Forster)		Carers respite services
Crossroads - Self Referral - Carer Breaks (Tandra Forster)		Carers respite services
Crossroads - Carer breaks (Tandra Forster)		Carers respite services
Crossroads - Dementia (Tandra Forster)		Carers respite services
WBM Family Advisor Service (West Berkshire Mencap) (Tandra Forster)	22,716	Support for families
WBM Carers Champion (Tandra Forster)	14,688	Support for carers
Package 2 - these service will no longer be block funded but be commissioned at client level as and when required		
WBM - link up (Tandra Forster)	148,608	Day service
WBM Growing for all (Tandra Forster)	46,440	Day service
WBM Leisure Plus - Newbury (Tandra Forster)	34,142	Day service

Package 3 - to be included in 'Prospectus'		
Age UK - Handyman (Patrick Leavey)	19,125	Small repairs - would benefit from additional investment
Package 4 - to be included in 'Prospectus'		
Age UK - Westlink (Patrick Leavey)	20,068	Befriending scheme
Package 5 - to be included in 'Prospectus'		
Age UK - Home from Hospital (Patrick Leavey)	25,550	Supporting safe hospital discharge
Package 6 - to be included in 'Prospectus'		
Newbury Stroke Care - Day Ops	53,564	To provide a range of community based services to support individuals with a diagnosis of stroke and their families.
Newbury Stroke Care - Family Support Worker		
Package 7 - to be included in 'Prospectus'		
Berkshire County Blind Society	17,377	Hospital Services – supporting West Berkshire Service Users attending Ophthalmology departments in hospitals within Berkshire. Talking Book Service – providing and maintaining talking book machines as required by Service Users already registered with the Society. (This is a reducing service with no new referrals being made) Home Visits & Resource/Rehabilitation Days – providing practical advice and support to Service Users in their homes. To set aside two days specifically to advise members of the public of the resources and support that is available to visually impaired people. This service has 1,200 hours of agreed funding.
Package 8 - to be included in 'Prospectus'		
West Berks Citizen Advocacy Service	13,770	Citizen Advocacy Service and 'It's My Life' self advocacy service
Total	666,718	

Grants Prospectus – Timetable and Consultation Plan

Proposed timescales

Draft project plan and report to be developed June/July through Management Development Group

Paper to Management Board to seek approval for consultation;

CDLT / CCMT	3rd July 2013
ASC Board	17th July 2013
Corporate Board	6th August (deadline for submission 30th July)
Management Board	15th August (deadline for submission 8th August)

Stakeholder consultation – 18th October 2013 - 29th December 2013 (see consultation plan below)

Completion of Equalities Impact Assessment and necessary adjustments to prospectus – December 2013 / January 2014

Papers through Executive cycle to seek approval and formal approval of prospectus, approach etc

Corporate Board	7th January 2014 (deadline 31st December 2013)
Management Board	30th January (deadline 23 January 2014)
Executive	27th March (deadline 18th March 2014)

Complete final draft of grants prospectus and establish panel to review bids – March/April 2014

Consultation Plan (18th October 2013 - 29th December 2013)

Who	Methods	Timescales	Outcomes
WBC Staff Adult Social Care, in particular CTPLD, Commissioning, Housing etc	CCMT / SMT item Staff seminar	August 13	Awareness raising, Commitment to changes Understanding service implications .
Service users	Workshops to look at current set up Agree priorities under high level	Aug/Oct 13	Awareness raising

Who	Methods	Timescales	Outcomes
	outcomes? WBILN LDPB OP group? MH users Possible Healthwatch involvement		Understanding of any impact and consideration of any required adjustment to policy
West Berkshire Health Watch	Consultation finder	Oct/Dec	Awareness raising & feedback
Voluntary Sector Providers	Voluntary Sector - Provider launch/workshop Learning Disability Partnership Board Disability Equality Scrutiny Board Carers Strategy Group West Berkshire Independent Living Network hosted: Carers Focus Group Service User Focus Group	8th Nov 12th Nov 12th Nov 14th Nov 17th Dec 18th Dec	Awareness raising Understanding of any impact and consideration of any required adjustment
Public	Consultation Finder	Oct/Dec	As above