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DATE: 5 December 2011

To: Members of the
**ADULT AND COMMUNITY POLICY DEVELOPMENT AND SCRUTINY
COMMITTEE**

Councillor Judi Ellis (Chairman)
Councillor Roger Charsley (Vice-Chairman)
Councillors Ruth Bennett, Peter Fookes, Julian Grainger, William Huntington-
Thresher, Tom Papworth, Catherine Rideout and Charles Rideout

Non-Voting Co-opted Members

Babul Ali, Bromley Federation of Housing Associations
Angela Clayton-Turner, Bromley Mental Health Forum
Brian James, Learning Disability Representative
Leslie Marks, Bromley Council on Ageing
Keith Marshall, Disability Voice Bromley
Peter Moore, Bromley LINK
Lynne Powrie, Carers Bromley

A meeting of the Adult and Community Policy Development and Scrutiny Committee
will be held at Civic Centre on **TUESDAY 13 DECEMBER 2011 AT 7.00 PM**

MARK BOWEN
Director of Resources

Copies of the documents referred to below can be obtained from
www.bromley.gov.uk/meetings

A G E N D A

PART 1 AGENDA

Note for Members: Members are reminded that Officer contact details are shown on each report and Members are welcome to raise questions in advance of the meeting.

STANDARD ITEMS

- 1 APOLOGIES FOR ABSENCE AND NOTIFICATION OF ALTERNATE MEMBERS**
- 2 DECLARATIONS OF INTEREST**

3 QUESTIONS FROM COUNCILLORS AND MEMBERS OF THE PUBLIC ATTENDING THE MEETING

In accordance with the Council's Constitution, questions to this Committee must be received in writing 4 working days before the date of the meeting. Therefore please ensure questions are received by the Democratic Services Team by 5pm on Wednesday 7th December 2011.

4 QUESTIONS TO THE ADULT AND COMMUNITY PORTFOLIO HOLDER FROM MEMBERS OF THE PUBLIC AND COUNCILLORS ATTENDING THE MEETING

In accordance with the Council's Constitution, questions to this Committee must be received in writing 4 working days before the date of the meeting. Therefore please ensure questions are received by the Democratic Services Team by 5pm on Wednesday 7th December 2011.

HOLDING THE PORTFOLIO HOLDER TO ACCOUNT

5 PORTFOLIO HOLDER DECISIONS TAKEN SINCE THE LAST MEETING

6 PRE-DECISION SCRUTINY OF ADULT AND COMMUNITY PORTFOLIO REPORTS

The Adult and Community Portfolio Holder to present scheduled reports for pre-decision scrutiny on matters where he is minded to make decisions.

POLICY DEVELOPMENT AND OTHER ITEMS

7 GATEWAY REVIEW : INFORMATION ADVICE AND GUIDANCE SERVICES (Pages 5 - 14)

8 SUPPORT FOR THE VOLUNTARY SECTOR - COMMUNITY LINKS BROMLEY (Pages 15 - 22)

9 GATEWAY REVIEW - DAY OPPORTUNITIES FOR OLDER PEOPLE (Pages 23 - 28)

10 LOCAL GOVERNMENT ACT 1972 AS AMENDED BY THE LOCAL GOVERNMENT (ACCESS TO INFORMATION) (VARIATION) ORDER 2006 AND THE FREEDOM OF INFORMATION ACT 2000

The Chairman to move that the Press and public be excluded during consideration of the items of business listed below as it is likely in view of the nature of the business to be transacted or the nature of the proceedings that if members of the Press and public were present there would be disclosure to them of exempt information.

Items of Business

Schedule 12A Description

- | | |
|--|--|
| <p>11</p> <p>PRE-DECISION SCRUTINY OF EXEMPT (PART 2) ADULT AND COMMUNITY PORTFOLIO REPORTS</p> <p>a</p> <p>CONTRACT FOR INTERMEDIATE CARE (Pages 29 - 32)</p> | <p>Information relating to the financial or business affairs of any particular person (including the authority holding that information)</p> |
| <p>12</p> <p>GATEWAY REVIEW : INFORMATION ADVICE AND GUIDANCE SERVICES (Pages 33 - 38)</p> | <p>Information relating to the financial or business affairs of any particular person (including the authority holding that information)</p> |
| <p>13</p> <p>SUPPORT FOR THE VOLUNTARY SECTOR - COMMUNITY LINKS BROMLEY: FINANCIAL SECTION ONLY (Pages 39 - 42)</p> | <p>Information relating to the financial or business affairs of any particular person (including the authority holding that information)</p> |

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Report No.
ACS09123

London Borough of Bromley

PART 1 - PUBLIC

Decision Maker: **Adult and Community Services Policy Development and Scrutiny Committee Executive**

Date: **13th December 2011**
14th December 2011

Decision Type: Non-Urgent Executive Key

TITLE: **Gateway review : Information Advice and Guidance services**

Contact Officer: Claire Lynn, Strategic Commissioner, Mental Health and Substance Misuse
claire.lynn@bromley.gov.uk
020 8313 4034

Chief Officer: Lorna Blackwood, Assistant Director Commissioning and Partnerships, Adult and Community Services

Ward: Borough Wide

1. Reason for report

This report outlines the current arrangements for the provision of general and specialist information, advice and guidance services in the field of social care, housing and general enquiry services available to any member of the public. The report covers services funded and commissioned by both Adult and Community Services and Children and Young Peoples Services and proposes a future approach to the provision of these services.

The financial implications are set out in the report on Part 2 of this agenda.

2. **RECOMMENDATION**

The Policy Development and Scrutiny Committee are asked to comment on the following recommendations prior to consideration by the Executive:

- i) To note that all Council service providers in future will have clear contractual responsibility to provide information on their service both in hard copy (where appropriate) and electronically and to ensure this is published either directly, or through links to other websites, on Bromley MyLife;
- ii) To note that one strategic partner/core contract has been identified for each care group to provide information, advice and guidance and that efficiency savings will be sought with regard to existing contracts;

- iii) To agree that specialist advice provision is reviewed to ensure that it is meeting an identified priority need and if not, to agree that the service will be de-commissioned;
- iv) To agree that the Department for Work and Pensions (DWP) is the primary agency responsible for providing assistance with accessing welfare benefits and that the Council will where necessary arrange training for DWP staff to ensure that they have the necessary skills to assist people with particular needs;
- v) To agree that residents will be encouraged to access general information, advice and guidance services through the use of the internet and national help lines;
- vi) To agree to waive the requirement for competitive tendering pursuant to Contract Procedure Rule 13.1 and that a new contract be entered into with Bromley Citizens Advice Bureau (CAB) for a period of two years commencing 1st April 2012 as set out in the report on Part 2 of this agenda, with the option to extend for a further year (with authority to exercise the option to extend to be delegated to the relevant Chief Officer in consultation with the relevant Portfolio Holder). Funding will be reduced over a two year period (2012/13 and 2013/14), to enable the CAB, in line with its own development proposals, to move to a service based on outreach provision, telephone and internet access.

The Executive is asked to agree the recommendations set out in i) to vi) above.

Corporate Policy

1. Policy Status: Building a Better Bromley, Local Area Agreement,
 2. BBB Priority: Increasing Independence
-

Financial

1. Cost of proposal: £ See Part 2 report
 2. Ongoing costs: £ See Part 2 report
 3. Budget head/performance centre
 4. Total current budget for this head: £
 5. Source of funding:
-

Staff

1. Number of staff (current and additional) – N/A
 2. If from existing staff resources, number of staff hours – N/A
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Legal

1. Legal Requirement: No statutory requirement or Government guidance
 2. Call in: Call in is applicable
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Customer Impact

1. Estimated number of users/beneficiaries (current and projected) : Strategic partners and specialist advice services deal with more than 30,000 enquiries per annum; CAB dealt with approximately 10,000 enquirers in 2010/11 -
-

Ward Councillor Views

1. Have Ward Councillors been asked for comments? N/A
2. Summary of Ward Councillor's comments: N/A

3. COMMENTARY

3.1 Background

3.1.1 Within Bromley, information advice and guidance services in respect of social care, housing and related general enquiries have developed incrementally over a number of years, some based on previous grant funding given by the Council but also through contracts with key third sector providers. This has resulted in the Council commissioning or referring to a range of advice and guidance services funded in a variety of ways. These services are available to all people regardless of financial circumstances or assessed need.

3.1.2 As part of the Supporting Independence in Bromley programme, an Information, Advice and Guidance Strategy was developed to provide a framework for the future commissioning of these services. It established an agreed set of principles for these services: to enable people to access timely and accurate information, and that advice and guidance that is provided in an appropriate format and setting, ensuring that people can make informed choices to support their lives. The strategy also established definitions of information, advice and guidance as follows:

- **Information** is defined as “the open and accessible supply of material deemed to be of interest to a particular population. This can be either passively available or actively distributed”. This is interpreted as when a person knows their needs, and is able to seek out and to extract relevant information for their needs. At present, the Council and a range of specialist organisations, many part-funded by the Council, take responsibility for producing information for the public.
- **Advice** “offers guidance and direction on a particular course of action which needs to be undertaken in order to realise a need, access a service or realise individual entitlements”. This is interpreted as when a person may not know their needs, or what support is available. Through a series of questions, they are directed towards suitable information.
- **Guidance** is “the provision of support and encouragement, or representation of individuals’ views, needs or rights.” This is interpreted as when a person is supported or represented in order to establish their needs, and in order to obtain services.

3.1.3 Whilst the strategy gives definitions of information, advice and guidance it also covered a range of other areas which are being considered separately and are not part of the information advice and guidance offer under consideration in this report. These include:

- **Advocacy Services** enable an individual to be supported to express views communicate choices and receive services as a result. These services were the subject of a separate report to the Adult and Community Policy Development and Scrutiny Committee on 30th November 2011.
- **Consultation forums** which include Experts by Experience, provider, service user and carer’s forums and which provide a system of representation enabling a voice in the planning of services.
- **Brokerage services** provided for older people by Age UK Bromley which was subject to separate report to the Adult and Community Policy Development and Scrutiny Committee on 30th November 2011. Bromley Mencap also provide a service under the banner of “brokerage” but which actually provides information, advice and guidance - as such it is considered within this report

3.2 Current Provision for Information, Advice and Guidance

3.2.1 Currently information, advice and guidance services are provided either directly by the Council or through contracts with a variety of providers. Increasingly national help lines, particularly on line, are being funded nationally to enable people to access the information, advice and guidance they require. For example, Trading standards refer to Consumer Direct, a nationally funded service for all advice on consumer protection, who may refer cases to the local Citizens Advice Bureau. Locally the Council acts as a hub for residents, directing them as appropriate to the organisation best suited to meet their needs. For social care and housing, it does this through:

□

- **Customer Contact Centre:** The contact centre is the single point of contact for Bromley Council services.
- **Bromley Social Services Direct:** BSSD is a phone line, and is an initial point of contact to find out about social care options. Staff carry out over-the-phone initial assessments to establish whether callers meet the council's eligibility criteria. BSSD also provides information and advice to residents who do not meet the eligibility criteria, and can signpost to a wide range of resources for further support.
- **Bromley MyLife:** This is the Council's interactive social care website. It incorporates a searchable web-based directory of all social care services available to the community, including details on all services and organisations across the statutory, community and private sectors.
- **The Housing service** provides specialist advice directly to people in need of housing and access to housing, including debt advice, some of which is commissioned from an external provider.
- **Libraries** signpost to services and service providers and assist people to use MyLife.
- **The two community one-stop shops** provide information advice and guidance and host surgeries provided by other organisations.
- **The Children and Young Peoples service** provides an in house family information service and children and family centres also provide advice to families and children.

3.2.2 In addition, organisations with whom the Council contracts have a role to play in the provision of information advice and guidance. These fall into the following types:

- **Service contracts:** There is an expectation that all providers with whom the authority contracts should produce information, advice and guidance on their service, who is eligible and how it can be accessed.
- **Strategic Partners:** The Council has a number of contracts with key organisations in Bromley for the provision of information advice and guidance and for the organisations to take a leadership role in terms of planning and partnership working. Each strategic partner covers a particular care group. Most of the strategic partner organisations also have separate contracts for provision of specialised services.

| ORGANISATION | CARE GROUP | Number of service users per annum (approx) |
|--|-----------------------------------|--|
| Age UK Bromley | Older people | 20,000 |
| Bromley Mencap | People with Learning Disabilities | 680 |
| Bromley MIND | People with mental ill health | 1,280 |
| Deaf Access | People with hearing impairment | 1,400 |
| Kent Association for the Blind | People with visual impairment | 900 |
| The Junction | People with HIV/AIDS | Open door |
| Carers Bromley | Carers | 2,560 |
| Children and Families Voluntary Sector Forum | Children and young people | N/A |

- **Specialist advice and guidance services:** A range of specialist information advice and guidance advice services are also commissioned:

| Service Name | Provider | Core Service Details | Number of service users per annum (approx) |
|-------------------------------|---------------------------|--|--|
| Welfare Benefits Advice | Broadway | Welfare benefits advice for people with mental health needs | 650 |
| Body & Soul | Body & Soul | Provision of an HIV/AIDS telephone advice service, and advocacy | 200 |
| Child minding | Bromley Mencap | Information on specialist child-minding | N/A |
| Learning disability brokerage | Bromley Mencap | Assistance with accessing welfare benefits, health services etc | 200 |
| Bromley Autistic Trust | Bromley Autistic Trust | Provide advice, public education and awareness about autism, raise awareness and | Open door |
| Connexions personal advisors | Royal Borough of Kingston | Careers advice for young people | N/A |
| Debt advice | Blackfriars | Debt advice specifically aimed at helping people retain their homes | 350 |

- **General advice services:** The Council contracts with Bromley Citizens Advice Bureau (CAB) to provide a free universal advice and guidance service to all Bromley residents should they wish to use it.

The CAB contract is monitored by Adult and Community Services on behalf of the Council and expires in March 2012. A specialist housing service is commissioned separately from CAB, again until March 2012. The Citizens Advice Bureau provides a free impartial advice and information service to all residents of Bromley with the usage of the service shown in the table below:

| Year | Number of contacts | Number of individuals |
|---------|--------------------|-----------------------|
| 2005/06 | 30,270 | 12,176 |
| 2006/07 | 31,794 | 11,491 |
| 2007/08 | 29,134 | 11,500 |
| 2008/09 | 41,830 | 14,878 |
| 2009/10 | 44,436 | 15,000 |
| 2010/11 | 33,539 | 10,718 |

Using Q1 (2010/11) figures as examples, the types of enquiries dealt with were:

- 535 benefit enquiries of which there were 21 successful appeals and a total of £35,914 was recouped for individuals
- 321 debt enquiries, with 20 agreements entered into and £101,365 of debt written off for individuals
- 271 employment issues of which 1 person was helped to maintain their employment
- 67 immigration / asylum & nationality issues

It is not possible to identify if there is any duplication in the people who may access Citizens Advice Bureau and other information, advice and guidance services but an indication may be the number of individuals signposted on to other services – of a sample of 4489 people who contacted the Bureau, 552 were signposted to other services.

Bromley Citizens Advice Bureau attracts a small proportion of other funding from the national organisation and from grant and partner funding sources. The Bureau has identified that reliance on the public sector for the major funding places a risk to the organisation and is seeking to attract a variety of funding to mitigate against this. It is also exploring a changing model of service based on outreach provision, rather than building based services, and telephone and web access to reduce costs.

3.3 Proposed future provision of Information, Advice and Guidance Services

3.3.1 With the expansion of national websites, including directgov.uk, centrally funded information, advice and guidance is readily available and for the majority of people is the primary source of information to signpost them to the help and support they require. Increased access to the internet through schools, libraries and internet cafes has enabled this further. This approach is being taken to the provision of information advice and guidance for social care, housing and related general enquiries and is consistent with the Council's overall objective to promote and invest in alternative delivery channels.

3.3.2 Within Bromley, the Council has recognised that vulnerable people need to be able to access information about the services they require to meet their needs. It is proposed that the Council continues to provide and commission information advice and guidance services by:

- Ensuring that all organisations with whom the Council contracts provide information on their service both in hard copy and electronically and to ensure this is published, either directly or through links to websites, on Bromley MyLife
- Ensuring that strategic partnerships/core contracts include a requirement to provide information, advice and guidance

- Reviewing specialist advice service provision to ensure that services are meeting an identified priority need.

- 3.3.3 Information, advice and guidance on employment matters is provided by the Department of Work and Pensions (DWP) for the majority of the population. However as DWP staff are not always sufficiently trained in dealing with people with particular needs, this has been supplemented in Bromley through contracts with organisations such as Bromley Mencap and Broadway to enable older people or those with learning disabilities or mental health needs to maximise their income. It is proposed that in future officers work with the DWP to provide training to staff to enable them to support older people and people with learning disabilities and mental health needs to access relevant benefits rather than commissioning supplementary services.
- 3.3.4 Other local authorities have a variety of arrangements for contracting for universal information and advice services which makes direct comparison difficult. Most authorities commission some free universal advice and guidance services. A number of authorities have reviewed or are currently reviewing these services. Southwark spends £3.5 m on these services of which 61% is for general advice and its Citizen Advice Bureau provides a component of this. Greenwich has a six month contract with its local Citizens Advice Bureau and are currently reviewing their services. Other authorities have recently tendered for general advice services which have been awarded to a variety of organisations, not exclusively CABs.
- 3.3.5 In line with the national move to establish help lines and web based information, the Citizen Advice Bureau federation is also planning to develop a national advice line (phone and web based) in line with government policy, although funding for this has not yet been identified.
- 3.3.6 The Government has recently introduced the Advice Services Fund programme not for profit advice providers which Bromley Citizens Advice Bureau (as well as other local organisations) could be eligible to access. These grants will enable advice services to continue to provide quality support and guidance to people in their communities. The Fund will open for applications by the end of November and will be managed by BIG Fund. Applicants must provide advice in at least one of the following priority areas: debt, welfare benefits, employment and housing; and be able to evidence public funding cuts of at least 10% for the specified advice service areas from central and local government sources in 2011/12. The Advice Services Fund will provide grants of £40,000 to £70,000 to be spent on service delivery. The Cabinet Office will also be conducting a review to ensure that people continue to have access to good quality free advice services in their communities.
- 3.3.7 Within this context, and in view of CABs proposed future business plans, it is proposed that funding for Bromley CAB be reduced over a two year period to enable them to reconfigure their business model and to explore other funding sources to mitigate the impact of the reduction in Council funding.

4 FINANCIAL IMPLICATIONS

- 4.1 Details of the financial implications are covered in Part Two of this report.

5 POLICY IMPLICATIONS

- 5.1 The provision of information advice and guidance services meets the Council's objective to enable people to maximise their independence.

6 LEGAL IMPLICATIONS

- 6.1 The European procurement rules regarding the need for competition are not directly applied to contracts such as information advice and guidance, as they are classed as Part B services, but under Regulation 4 there is a need for transparency in managing any tendering exercise. In some cases the Courts have held that this means Part B services may require to be opened up to competition. In any case the Council would, even where one or more of potential tenderers was a not for profit organisation, often still wish to seek competitive bids in order to establish value for money.
- 5.2 However in the present circumstances it is considered that the nature of the services sought and the role and experience of Bromley Citizens Advice Bureau in dealing with general information and advice across a wide spectrum of interest means there is no effective competition within the Borough and that the cost and process of conducting such an exercise would not be justified.
- 5.3 In accordance with Contract Procedural Rule 13.1 the Assistant Director (Commissioning and Partnerships) and the Director of Resources and Assistant Director (Finance) support the waiver of the need for further competition at this time. Should the Executive approve the recommendation a report of the exercise of the waiver will be submitted to the Audit Sub Committee in due course.

| | |
|---------------------------------|--|
| Non-Applicable Sections: | Personnel implications |
| Background Documents: | <p>ACS 11064. Review of advocacy services. November 2011.</p> <p>ACS 11067. Proposed changes to support planning and brokerage services for people who do not meet the Council's eligibility criteria for social care. November 2011.</p> <p>ACS11002. Supporting independence in Bromley. Promoting technology. January 2011.</p> |

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Report No.
ACS 11073

London Borough of Bromley

PART 1 - PUBLIC

Decision Maker: **Adult and Community Policy Development and Scrutiny Committee Executive**

Date: **13th December 2011**
14th December 2011

Decision Type: Non-Urgent Executive Key

TITLE: SUPPORT FOR THE VOLUNTARY SECTOR - COMMUNITY LINKS BROMLEY

Contact Officer: Lorna Blackwood, Assistant Director, Commissioning and Partnerships
Tel: 020 8313 4162 E-mail: lorna.blackwood@bromley.gov.uk

Chief Officer: Lorna Blackwood, Assistant Director, Commissioning and Partnerships, ACS

Ward: N/A

1. Reason for report

The report sets out the current arrangements with Community Links Bromley (CLB) for providing support to the local voluntary, community and social enterprise sector (VCSEs) and proposes that a new contract be entered into from 1st April 2012 for a period of three years with an option to extend for a further two years. It also proposes additional funding for one year to provide enhanced support to the voluntary sector during a period of significant change and financial pressure in social care and support services in both adults and children's sectors. The additional funding would enable Community Links Bromley (as the lead body providing infrastructure support to the voluntary and community sector) to build capacity in the sector to support the Council's objectives for adults and children.

The financial implications are set out in the report on Part 2 of this agenda.

2. **RECOMMENDATION(S)**

The Executive is requested to:

- (a) Waive the requirement for competitive tendering in accordance with Contract Procedure Rule 13.1 and approve the award of a contract to Community Links Bromley for a period of three years from 1st April 2012 with the option to extend for a further two years (with authority for the option to extend to be delegated to the Director of Adult and Community Services in consultation with the Adult and Community Portfolio Holder), and
- (b) to approve additional funding during the first year (2012/13) funded from uncommitted LPSA reward grant.

Corporate Policy

Existing policy: Building a Better Bromley priority - Supporting Independence

Financial

1. Estimated cost See report on Part 2 of this agenda
 2. Recurring cost
 3. Budget head ACS Commissioning and Partnerships 8139003425;
 4. Total budget for this head £155, 000 in ACS budgets
-

Staff

1. Number of staff (current and additional) – N/A
 2. If from existing staff resources, number of staff hours – N/A
-

Legal

1. No statutory requirement or Government guidance
 2. Call-in is applicable
-

Customer Impact

Estimated number of users/beneficiaries (current and projected) - Community Links Bromley (CLB) currently supports approximately 250 member organisations

3. COMMENTARY

Background

- 3.1 Community Links Bromley (CLB) is the lead organisation in the borough providing infrastructure support to the local voluntary, community and social enterprise sector. CLB is an independent registered charity and a member of the South London Council for Voluntary Services partnership. CLB offers a range of services to local not for profit organisations (also referred to as “third sector” or VCSEs), including information, advice and guidance on operational issues such as funding, financial management, ICT and personnel management. CLB also represents the sector and supports member organisations to participate in multi agency thematic and delivery partnerships.
- 3.2 Community Links Bromley represents around 250 voluntary organisations from across the borough, and is in contact with more than 940 other organisations ranging from local branches of major national charities, to very small community based organisations, with a wide variety of purposes and interests.
- 3.3 The Council’s contract with Community Links Bromley (which is held by Adult and Community Services on behalf of the Council) expires on 31st March 2012. The current value of the contract is £155k per annum, funded from adult social care budgets and contributing to core staffing, premises and overhead costs. It also contributes to the provision and management of a volunteer centre, to recruit and match individuals and organisations, to provide supported volunteering to specific groups and to provide advice to organisations on best practice in using volunteers. CLB also receive funding from other organisations and are commissioned to carry out specific projects by other statutory agencies.
- 3.4 The core contract covers the following services:

Organisational development

- Information – dissemination of information via newsletters, policy and practice briefing notes and updates; co-ordination of Bromley Advice and information network
- Advice and guidance – on operational issues and best practice such as funding, finance, accounting, governance, information/ communications technology, human resources and quality

Partnership development

- Support to voluntary sector organisations and forums to increase the capacity and effectiveness of the voluntary sector contribution to local policy making, service scrutiny and development and service delivery
- Direct participation in multi agency partnerships
- Support to voluntary and community sector representatives (including service users and carers) to participate effectively in partnership groups
- Development and monitoring of the local voluntary sector compact
- Establishment and support of a voluntary sector reference group

Future requirements

- 3.5 In view of the demographics of the borough (e.g. highest number of people aged over 85, high numbers of young people with learning disabilities) and the increasing pressures on Council funding, the Council will be relying more on the voluntary sector to help deliver on the agenda for social care and its wider community objectives - in particular to proactively provide preventative and support services to vulnerable groups to avoid progression to the point where they become eligible for Council funding. In addition, the family support provided by voluntary sector organisations through projects like Bromley Children and Family Project (via children's centres and extended services in schools) is key to delivering the Council's objectives to provide children and young people with the best possible start in life and enable them to fully achieve their potential.
- 3.6 In the future many services will continue to be formally procured and funded by the Council from VCSEs but increasingly the Council will be relying on those organisations to attract funding from other sources and volunteers to supplement statutory funding and services. To be effective voluntary organisations will need strong planning, governance and financial management arrangements in place. Therefore there is a greater need for more formal capacity building with local organisations to enable them to deliver the expectations around supporting independence for adults/ older people and for children's futures. CLB has developed an organisational health check approach to facilitate this but the current level of funding has not allowed CLB to roll out the programme to a sufficiently large number of organisations within a reasonable timeframe.
- 3.7 CLB have previously received funding from BASIS, City Bridge Trust, Lloyds and Capacity Builders and benefitted from London Boroughs Grants Committee funding through the South London CVS Partnership. All of these funding streams have come to an end or end at the end of the 2011/12 financial year. As part of the new model CLB are developing a sustainable funding strategy and are exploring opportunities for raising income, sharing services, reducing back office costs, merging posts and tasks to reduce staff numbers, and increasing the role of volunteers. CLB are currently developing a new business model which will focus their work around developing the capacity of organisations and individuals to contribute to their communities and connecting organisations and individuals in the community to maximise the benefits of social capital. The new model will be implemented during 2012/13. CLB are already involved in specific community based projects in Mottingham and Penge and in the Crystal Palace Park project.
- 3.8 The option of tendering the service to provide co-ordination and support to the voluntary sector has been considered. However, there are currently no other organisations in the borough equipped to provide the service across the whole of the voluntary sector. Alternatively the services could be split between organisations with the necessary capabilities in specific areas; however, this approach is likely to increase costs as a contribution would be being made to more than one organisation's management costs and other overheads. It is also unlikely that all of the required areas could be covered if the contract were split.
- 3.9 It is therefore proposed that the contract with CLB be renewed at the current level of funding for a three years, from 1st April 2012, with an option to extend for a further two years subject to satisfactory performance. The contract would cover the core organisation and partner development functions and the operation of the volunteer centre.

4. FINANCIAL IMPLICATIONS

- 4.1 The loss of funding streams places significant pressure on the CLB budget for 2012/13. Until additional funding is secured, CLB would be able to deliver on a minimum core contract, but it is unlikely that they would be able to sustain current activity levels during 2012/13. It is

therefore proposed that the Council allocates additional one off resources in 2012/13 from uncommitted LPSA reward funding. This would enable CLB to continue to deliver against a detailed specification of corporate requirements with input from ACS and CYP Services whilst working to attract additional funding.

4.2 The additional funding would be directed towards:

| Activity | Measures |
|---|---|
| 1. Targeted capacity building training programme to all organisations represented on thematic and delivery partnerships – e.g. Health and Social Care Board, Children’s Trust Board, Safer Bromley Partnership and related sub-groups - to improve their effectiveness and ability to contribute expertise and experience to policy and service | <p>Number of training sessions organised/ attendance</p> <p>Contribution of VCSEs to delivery of statutory partner objectives</p> |
| 2. Organisational support to groups through training and support sessions for staff in the development of business plans, costing activities and services, and training/ support on bidding and tendering | <p>Number of organisations with up to date business plans and funding strategies which support the Council’s priorities</p> <p>Increased services available to the community funded through non-statutory sources</p> <p>Number of organisations using outcome assessment tools in order to be able to demonstrate their effectiveness to funders</p> |
| 3. Development of collaborative working, mergers and partnerships between organisations to make more effective use of resources | <p>Increased services available to the community funded through non-statutory sources</p> <p>Improved value for money for commissioning organisations</p> |
| 4. Support development of social enterprises to reduce reliance on statutory funding and increase employment opportunities for target groups | <p>Number of new social enterprises established; increase in number of people employed in social enterprises</p> <p>Opportunities for internships, apprenticeships and mentoring</p> |
| 5. Extended fundraising advice and support programme to enable organisations to diversify income sources | <p>Value/ percentage of non-LBB funding secured – target of at least £164k per annum secured from non-statutory sources</p> <p>Increased services available to the community funded through non-statutory sources</p> |

| Activity | Measures |
|--|---|
| 6. Extend organisational “health check” programme to assess the fitness for purpose of VCSEs which can be used by the local authority and statutory partners as part of procurement processes (reducing the amount of time spent verifying organisational information) | Number of organisations obtaining high health check rating Number of organisations with up to date safeguarding and other compliance policies in place |
| 7. Targeted mentoring on human resources, employment law, financial management and governance to organisations identified through the health check programme | In depth mentoring of up to 10 groups each year |
| 8. Intensive support to specific groups identified as “at risk” due to their reliance on statutory funding | Intensive support on fundraising provided to up to 10 groups each year Value of additional non- statutory funding secured |

4.3 The financial implications of the proposal are set out in the report on Part 2 of this agenda

5. LEGAL IMPLICATIONS

5.1 Contracts Regulations 2006. The rules regarding the need for competition are not directly applied to such contracts but under Regulation 4 there is a need for transparency in managing any tendering exercise. In some cases the Courts have held that this means Part B services may require to be opened up to competition. In any case the Council would, even where one or more of potential tenderers was a not for profit organisation, often still wish to seek competitive bids in order to establish value for money.

5.2 However in the present circumstances it is considered that the nature of the services sought and the role and experience of Community Links means there is no effective competition within the Borough and that the cost and process of conducting such an exercise would not be justified and could undermine the relationship which has been developed between the Council, Community Links and the VCSEs.

5.3 In accordance with Contract Procedural Rule 13.1 the Assistant Director (Commissioning and Partnerships) and the Director of Resources and Assistant Director (Finance) support the waiver of the need for further competition at this time. Should the Executive approve the recommendation and report of the exercise of the waiver will be submitted to the Audit Sub Committee in due course.

6. POLICY IMPLICATIONS

6.1 Partnership working is key to achieving the Building a Better Bromley 2020 vision and targets and in particular to the Council’s objective to support independence.

| | |
|---------------------------------|------------------------|
| Non-Applicable Sections: | Personnel implications |
|---------------------------------|------------------------|

| | |
|--|---|
| Background Documents: (Access via Contact Officer) | Report LDS08190 Report of the Working Party on partnerships with the voluntary sector. Executive and Resources Policy Development and Scrutiny Committee 2 nd September 2008. Report to Executive 09118 December 09. Community Links Bromley. |
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Agenda Item 9

Report No.
ACS 11071

London Borough of Bromley

PART 1 - PUBLIC

Decision Maker: **ADULT & COMMUNITY PDS
EXECUTIVE**

Date: **13th December 2011
14th December 2011**

Decision Type: Non-Urgent Executive Key

Title: **GATEWAY REVIEW - DAY OPPORTUNITIES FOR OLDER
PEOPLE**

Contact Officer: Andrew Crawford, Commissioning Manager
Tel: 020 8461 7446 E-mail: andy.crawford@bromley.gov.uk

Chief Officer: Lorna Blackwood, Assistant Director, Commissioning and Partnerships, Adult
and Community Services

Ward: Boroughwide

1. Reason for report

- 1.1 The contracts for the dementia day centres with the Alzheimer's Society and Bromley Mind, expire on March 31st 2012 and the contracts for the mainstream centres, including dementia specific places, expire on 30th June 2012. In both instances there are options to extend for up to one further year. This provides a timely opportunity to fundamentally review the day services provided so that both the volume and the type of service align with current and projected requirements.
- 1.2 The needs of older people who attend day centres have changed substantially over recent years. However the volume, range and style of provision have remained broadly similar over that time and many of the buildings also remain unchanged, in some instances being unsuitable for current demands. Whilst the centres have adapted and changed as far as possible within the limitations of their environment and resources to accommodate the changing needs of users, all report increasing difficulty in responding to the needs of those now being referred.

2. RECOMMENDATION(S)

The Policy Development and Scrutiny Committee is asked to:

- i) Comment on the future direction for day opportunities for older people.

The Executive is recommended to:

- i) Approve the extension of the current contracts until March 2013.

Corporate Policy

1. Policy Status: Existing policy.
 2. BBB Priority: Supporting Independence.
-

Financial

1. Cost of proposal: Estimated cost £1,175, 000 (maximum)
 2. Ongoing costs: Non-recurring cost.
 3. Budget head/performance centre: Care Services - Older Peoples Services
 4. Total current budget for this head: £1,400, 000
 5. Source of funding: ACS Portfolio
-

Staff

1. Number of staff (current and additional): N/A - all services are provided by external providers
 2. If from existing staff resources, number of staff hours: N/A
-

Legal

1. Legal Requirement: Non-statutory - Government guidance.
 2. Call-in: Call-in is applicable
-

Customer Impact

1. Estimated number of users/beneficiaries (current and projected): There are an estimated 51,500 people aged over 65 in the borough some 4,000 of whom have dementia. 827 individuals aged over 65 currently access day centres for older people, 214 of them using dementia day centres.
-

Ward Councillor Views

1. Have Ward Councillors been asked for comments? N/A.
2. Summary of Ward Councillors comments:

3. COMMENTARY

Background

- 3.1 The existing pattern of day services for older people has developed incrementally over the last 25 years since they were originally outsourced from direct Council provision in 1986. There have been some changes such as the development of St Edwards in 1997, the closure of Holy Trinity centre, the creation of more dementia capacity (Rachel Notley in 2004) and changes in the management organisations (local Age Concern branches), but essentially the volume, range and style of provision has remained broadly similar over that time, changing only incrementally.
- 3.2 The premises in which the centres operate are all very different, and the relative suitability of the day centre buildings is extremely variable, ranging from church halls to 'purpose built' premises of varying ages and quality.
- 3.3 The needs of the people using day centres have changed quite considerably in recent years. All the centres have reported an increased level of physical frailty and of cognitive impairment amongst those attending.
- 3.4 Improved level of diagnosis and developing understanding of the needs of people with dementia and their carers have led to changing expectations about access to support and services.
- 3.5 The centres have adapted and changed as far as possible within the limitations of their environment and resources to accommodate the changing needs and expectations of users. All report increasing difficulty in responding to the presenting needs of those now being referred within the limits of the current buildings and contracts.

Current services

- 3.6 The Council currently contracts with seven different organisations for the provision of day services for older people. These services are provided at ten day centres. There are five 'mainstream' centres, five centres specifically for people with dementia, 2 mainstream centres also provide a small number of places for people with moderate levels of dementia.

Mainstream Day Centres

- Age Concern Orpington – Saxon*
- Age Concern Ravensbourne – Bertha James*
- Age Concern Bromley – St Edward's
- Age Concern Penge and Anerley – Melvin Hall
- Biggin Hill Community Care Association – St Mark's

*Also have a small number of moderate dementia places

Specialist Dementia Day Centres

- Bromley Mind - Hayne Rd, Rachel Notley, St Paul's Cray, St Paul's Wood
- Alzheimer's Society – Whitegables

- 3.7 The centres are contracted to provide 1,500 places per week, the table below shows the breakdown of places by centre type.

| | Places | People |
|-------------------|-------------|------------|
| Day Centre | | |
| Mainstream | 1100 | 613 |
| Dementia | 400 | 244 |
| Total | 1500 | 857 |

This means that 1.6% of older people in Bromley (51,500 over 65) use Council funded day centre places and just 6% of older people with dementia (4,058) attend a dementia specific centre.

3.8 The ACS budget for older people's day services in 2011/12 is £1.4m.

Demand and use

3.9 The primary purpose of day services is to:

- reduce social isolation – *people who live alone, have no other social network and who are likely to be at risk of breakdown of independence*
- provide support for carers – *people who live with family carers where the carer's ability to continue in the caring role is likely to be seriously compromised without regular respite*

3.10 The introduction of FACS (Fair Access to Care Services) in 2003 and subsequent changes to the eligibility criteria (notably raising to Critical and Substantial bands only), coupled with the increase in people supported to live at home, has impacted on the needs of those now accessing day centres. At the same time greater clarity about the role and function of day centres and the availability of alternative forms of home based respite has led to a reduction in the number of people being referred by care managers.

3.11 The waiting lists for dementia specialist places has come down from 174 to 36 (18+ months down to between 7 and 18 weeks depending on location) with vacancies in some locations. Several of the centres are now recording levels of vacancies ranging from 3.5% to 24.6%.

3.12 The introduction of charging also provided an opportunity to re-affirm that day centre places commissioned by the Council are only for people who meet the Council's eligibility criteria.

Proposed approach for future services

3.13 Within the context described above, it is recognised that for some people the most appropriate way to meet their need for social activity and/or carer respite will be attendance at a day centre. However this is likely to be for a much lower number of people than in the past as the availability of alternative, more flexible services increases (e.g. more respite at home).

3.14 It is therefore likely that in future the Council will commission significantly fewer day centre places than at present and that commissioned places will be targeted to those with the highest needs for whom alternative ways to meet their needs are limited. They are likely to be people with a high level of dementia or a significant degree of physical frailty.

3.15 The reduction in demand for Council funded places and an increase in people who might wish to self fund will have significant implications for providers who will need to attract people who self fund. The Council will need to work with providers to encourage and support them to develop a new business model that is less dependent upon local authority funding.

3.16 Council commissioned services will need to be provided in buildings of an appropriate standard to accommodate the level of needs of those using the centres with a geographical spread of places across the borough, linked to local demand, so that individuals don't have excessively long journeys to access services.

Next steps

- 3.17 The contracts for the dementia day centres, with the Alzheimer's Society and Bromley Mind, expire on March 31st 2012. The contracts for the mainstream centres, including their dementia specific places, expire on 30th June 2012.
- 3.18 It is proposed that the contracts be extended until March 2013 in order to:
- enable debate and discussion to take place about the future direction of travel
 - establish volume, type and locations of service to be contracted by the Council
 - work with providers to support and encourage them to develop their offer to self-funders
 - define and implement the best procurement route for future contracts
- 3.19 In achieving a significant change in the current style, level and approach to service there are likely to be significant reductions in the level of funding required. However, in order to achieve this in the longer term, there may be a requirement to fund opportunity costs for a period of time. Should this be the case a proposal will be made for the use of the NHS social care invest to save funds.

4. POLICY IMPLICATIONS

- 4.1 Day services meet the Council's priority to support independence by reducing social isolation of older people, enabling vulnerable people to remain in the community and in their own homes; and by providing breaks for carers, thereby helping them to continue in their caring role.

5. FINANCIAL IMPLICATIONS

- 5.1 The day care budgets are broken down as follows:

| | Net Budget (£,000s) | Day Centre Budget (£,000s) | Annual Rent Income (£,000s) | Period of extension (months) |
|--------------------|----------------------------|-----------------------------------|------------------------------------|-------------------------------------|
| Dementia centres | 500 | 478 | 22 | 12 |
| Mainstream centres | 900 | 753 | 147 | 9 |
| TOTAL | 1,400 | 1,231 | 169 | |

- 5.2 The value of the contract extensions is £1.2m for the time period stated above in 5.1.
- 5.3 There are no financial implications arising from the extension to these contracts as costs will be at the current prices and so contained within overall resources.

6. LEGAL IMPLICATIONS

- 6.1 The Council has a duty to assess the needs of individuals pursuant to section 29 National Assistance Act 1948. It will have a duty to meet those needs where they would not otherwise be met. Section 45 Health Services and Public Health Act 1968 gives the Council powers to make arrangements for promoting the welfare of the elderly. In the case of those who are disabled whether by virtue of physical or mental difficulties it will have a duty to provide suitable facilities to meet their assessed needs pursuant to section 2 Chronically Sick and Disabled Persons Act 1970.
- 6.2 However, as stated above there may be a variety of methods by which such needs may be met, the use of day centres being only one. The fact there is such a level of under utilisation implies that better targeting of resources whether by the methodology used by the Council when commissioning day care in the future or as a result of the clients themselves determining what

(alternative) types of support they require. Charges may be imposed for attendance at day centres pursuant to the Health and Social Security and Social Services Adjudication Act 1983.

- 6.3 With the expiry of the current day centre contracts compliance with contract procurement rules would lead to a competitive tendering exercise be undertaken. However pursuant to CPR 13.1 it is open to the Assistant Director (Commissioning and Partnerships) in agreement with the Director of Resources and Assistant Director (Finance) to seek the approval of the Executive to the waiver of the need for such tendering. The submission contained at recommendation 2(ii) is designed to provide further limited opportunity to evaluate the options for the future delivery of services and is supported by the said Director and Assistant Director. If the Executive support the waiver its use will be reported in due course to Audit Sub Committee.

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|---|------------------------------|
| Non-Applicable Sections: | Personnel implications |
| Background Documents: (Access via Contact Officer) | [Title of document and date] |

Agenda Item 11a

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Agenda Item 12

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Agenda Item 13

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