DECISION-MAKER:	The Leader of the Council and Cabinet Member for Clean Growth & Development, following consultation with the Joint Commissioning Board			
SUBJECT:	Community Solutions – Community Development and Community Navigation Single Integrated Proposal			
DATE OF DECISION:	8th November, 2018			
REPORT OF:	Stephanie Ramsey, Director of Quality and Integration			
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STATEMENT OF CONFIDENTIALITY

There is a confidential appendix attached to this report, the confidentiality of which is based on Category 7A of paragraph 10.4 of the Council's Access to Information Procedure Rules. It is not in the public interest to disclose this because it would be commercially sensitive and challenge the Authority's ability to achieve best value should a procurement process be advised.

BRIEF SUMMARY

This report provides a summary of work undertaken to date to identify the best way to increase community activity in the city. It summarises feedback received from these activities.

The report makes recommendations on the preferred approach which results in *'an increase in community based activity, that supports people to live well and independently in the community, promotes self-help and a culture where people help others in their community'*. The preferred approach builds on current strengths and opportunities which were identified in the engagement exercise.

The report identifies the preferred approach of procuring an integrated service, to include community navigation services and the provision of infrastructure support to the voluntary and community sector

RECOMMENDATIONS:

| | (i) | This report is presented as a general exception item in accordance with the Access to Information Procedure Rules of Part 4 of the Council's Constitution. Amendments to the Local Authorities (Executive Arrangements) (Meetings and Access to information) (England) Regulations 2012 require 28 days' notice to be given prior to determining all Key Decisions. Whilst the report did have the required 28 days' notice, the requirement to indicate potential elements of confidentiality was not complied with as notification of the |

		decision was published on the 10th October, 2018.
	(ii)	That the board note the feedback from the engagement exercise undertaken in October 2018, following Joint Commissioning board (JCB) briefing in September 2018.
	(iii	The Leader of the Council and Cabinet Member for Clean Growth & Development delegates authority to the Director of Quality & Integration, following consultation with the Leader and Cabinet Member for Clean Growth & Development to decide on the final model of commissioned services to support the provision of a Community Development and Navigation Service.
	(iv)	The Leader of the Council and Cabinet Member for Clean Growth & Development delegates authority to the Director of Quality & Integration following consultation with the Service Director Legal & Governance to carry out a procurement process for the provision of Community Development and Navigation services and to enter into contracts in accordance with the Contract Procedure Rules.

REASONS FOR REPORT RECOMMENDATIONS

1.	There is growing evidence of the positive impact of community approaches on the wellbeing of individuals and, by contrast, the negative impact that social isolation and loneliness has on health and social care need. Southampton has a thriving voluntary sector and the engagement exercise we have undertaken demonstrates that there is a real opportunity to build on this to achieve an increase in volume and breadth. The development of the community and voluntary sector is one of the priorities within the Southampton Better Care plan and a key building block to achieving the vision for individuals and families to be at the centre of their care and support; for provision of the right care and support, in the right place, at the right time; intervene earlier and build resilience in order to secure better outcomes by providing more coordinated, proactive services; focus on prevention and early intervention. It should also help ensure optimum use of the health and care resources available in the community. The council and Clinical Commissioning Group (CCG) face funding challenges and need to consider new ways of working which build on the assets of individuals and the community.
2.	There is an opportunity to bring together the commissioning of a service to provide the Infrastructure, to support community and voluntary activities, along with a Community Navigation service. Combining these into one contract brings additional benefits.

	The proposal supports the strategic priorities of the council and CCG in • promoting strengths based work • being an early intervention city • promoting independence and promoting resilient communities The proposals provide the basis for a significant increase in activity in community and voluntary sector in the short and medium term but with the aim of long term sustainability. They also address the need to co-ordinate activity across the city for maximum impact. A range of options to implement and/or procure the integrated model have been considered by Southampton City Council (SCC) and Southampton City CCG (SCCCG) in some detail. The benefits and challenges of each of these options have been explored, with a preference to procure a single contract This would meet the requirements for an open tender in order to comply with procurement regulations.
ALTERNATIVE OPTIONS CONSIDERED AND REJECTED	

3.	A range of alternative options have been considered, including:
	   a. Continue to work with voluntary and community groups within current arrangements to increase the current activity and improve outcomes and procuring Community Navigation as a stand-alone service. This is not recommended as it is not viewed as being the best way to achieve significant change in the required timescale and it is resource heavy in terms of council staff. There is no dedicated resource within the council to undertake this work.
	   b. Procure a service which is separate to the arrangements for Community Navigation. This is not recommended as the benefits outlined in the report would not be realised and the opportunity to reduce the risk of overlap would not be realised.

DETAIL (Including consultation carried out)	
4.	**Background and current state** There is growing recognition of the role that communities can and do play in supporting people to live healthy and successful lives. For example, befriending services have been estimated to pay back around £3.75 in reduced mental health service spending and improvements in health for every £1 spent Building on this, national initiatives such as Think Local Act Personal (TLAP) have promoted the benefits of a shift towards an assets based approaches to involving communities in identifying priorities, designing solutions and delivering through partnerships. The impact of loneliness on our health and wellbeing is also increasingly recognised and there is strong evidence that loneliness

	can increase the pressure on a wide range of council and health services[1][2][3][4]. Indeed, it can be a tipping point for referral to adult social care and can be the cause of a significant number of attendances at GP surgeries. Concern about these factors is why the council undertook a Loneliness Enquiry which concluded in spring 2017 with a range of recommendations[5] . Alongside this, commissioners and service providers are operating in a challenging environment with increasing demand for health and social care services and reducing resources. We need to find cost effective ways of addressing this. As part of the Better Care programme the Council and the CCG have been working with community organisations including, resident associations, faith groups, voluntary organisations, community interest companies and local businesses to develop community based solutions to need, using an assets based approach. An asset based approach builds on the strengths of individuals and communities; it focuses on what people can do and how they can be supported to do more.

5.	The Integrated Commissioning Unit (ICU) has led a programme of consultation and engagement to identify the best options for increasing community activity in the city. The work has been undertaken in the context of the ambition for Southampton to become an "early intervention city". It aimed to allow residents and organisations across the city to provide their views and put forward proposals to enable a final decision.
	
	The consultation and engagement noted above, was undertaken between December 2016 and February 2017, and involved a range of individuals and organisations. It was followed by an engagement exercise more focused on Community Development Infrastructure, using a variety of methods, including:
	
	  o Engagement and design meetings held with representatives from across the community and voluntary sector, March to May 2017
	  o Summary of findings and proposals presented through a Survey Monkey to the community and voluntary sector and all those who have a stake in this proposal in July

[1] Loneliness and nursing home admission among rural older adults. Russell et al, 1997

[2] The impact of professionally conducted cultural programs on the physical health, mental health and social functioning of older adults. Cohen et al, 2006

[3] Social Relationships & Mortality Risk: A Meta-analytic Review. Holt-Lunstad, 2010

[4] Neighbourhood approaches to loneliness: A briefing for local government. The Joseph Rowntree Foundation, 2014

[5] http://www.southampton.gov.uk/images/combating-loneliness-in-southampton-draft_tcm63-393674.pdf.

	and August 2017(summarised results can be found in Appendix 1) .Ongoing engagement with Local Solutions groups from across the city The recommendations and proposals from that engagement exercise have informed the recommendations in this report which include:- · There is a wealth of community based activity happening in Southampton, a great deal of which is undertaken by locally based individuals and groups without any funding. · Individuals and groups are interested in doing more, building on what is already there, but there are some barriers to being able to do this. · We should support communities that already have a lot going on to do more whilst at the same time helping communities with limited activity to grow and develop community approaches · A more consistent way of hearing about what's going on and telling people what is available is needed · Networking opportunities and ways of making contact with others who may have similar interests is really important and can 'spark' new initiatives · There is a need to share expertise, knowledge, premises, resources, volunteers and need for a simple way of doing this · There is an opportunity to involve business in supporting community development · Use of new technology and social networking is seen as an opportunity but individuals and groups sometimes lack expertise · Volunteers and voluntary activity should be celebrated and involvement in voluntary activity could be promoted better · Small amounts of funding can achieve a great deal. The Council's and other small grants schemes are really useful · There are opportunities to bid for external funds and raise funds for community activity in other ways but a co-ordinated approach is needed to achieve maximum impact · Providing an infrastructure to support community activity costs money but is cost effective in terms of benefit, some paid expertise is necessary, particularly in supporting initiatives to 'get off the ground'
6.	Whilst the Council has been developing the plans for Community Development Infrastructure the CCG have been developing and testing a Community Navigation service. This service aims to connect people to community resources and, in particular, it supports vulnerable individuals to access them, recognising that some people will need extra help to do this. Given the synergies with these two pieces of work, the ICU has actively considered the advantages of combining the required

	7.	outcomes into one specification. The advantages include better value to be obtained from shared management and overhead costs, the creation of a larger and more attractive tender which may attract more interest from the market, the opportunity to use resources flexibly across the different activities to achieve required outcomes and better use of intelligence to support targeted community development. A further engagement exercise to gain feedback on this approach was undertaken in September, with an invite going to all stakeholders who had engaged in Community Development and Community Navigation design to date. This took the form of an engagement meeting and survey, with in the region of forty organisations and representatives getting involved. The following benefits were identified, noting that all previous engagement work has been undertaken for each element separately. - Maintains existing strengths and knowledge in small and medium sized groups - Focus is clearly on strengths and assets, taking care not to become deficit based or be overly health focused - Proposal supports management of potential duplication in community services and aids identification and management of gaps in delivery - Good opportunity to measure impact - Bringing together/pooling resources is good - Greater integration is good - more money = more support - Opportunity to raise money and also get the community involved - Engaging with wider community services, particularly health provision, will be key to the success of this work - Remain open to new ideas – has developmental opportunities - Joined up the functions should support community navigation to inform how community development grows and develops and vice versa Whilst in general the feedback was positive there are some points which need to be considered should this proposal progress, as follows - - Any option needs to be practical and sustainable – for example, a reasonable length of time allowed to show impact and for this to be built into any tender process and contract/grant term - A supportive and inclusive approach is needed – allowing for partnerships and collaboration - Any option should not disadvantage small organisations, allowing scope for innovation and local approaches.
	7.	**Proposal – preferred option** **This report proposes integrating the two functions into one model**

	entitled 'Community Solutions' which will address the initial aim to develop:
	
	'An approach for the city which results in an increase in the breadth and depth of community based activity available and being accessed, that supports people to live well and independently in the community, promotes self-help and a culture where people help others in their community'. Noting that the aim refers to services for all age groups.
	
	The main elements within the service proposed are:
	
	➢ Provision of infrastructure support to new and developing community groups, organisations and services (imagine the service as the grout in a mosaic that brings together many small pieces into a bigger and brighter picture') which includes:
	
	    • Providing a range of expertise to support the community and voluntary sector to start up, develop and thrive, including supporting partnerships and consortium development.
	
	    • Increasing the capacity and opportunities for volunteering and good neighbour initiatives
	
	    • Developing partnerships with local businesses to make best use of their expertise and resources to support the development of community solutions.
	
	    • Supporting the development of sustainable economic business models for community and voluntary organisations
	
	    • Developing innovative approaches to sourcing and attracting funding.
	
	➢ Deliver a single coordinated offer of Community Navigation across the city which meets the full spectrum of needs across the adult population and is embedded within GP practices, other services and community hubs.
	
	➢ Together work with communities to identify needs which, with support, can be addressed by community solutions or by targeted support to help people access those solutions.
	
	NB – the title of Community Solutions should not be confused with the early work of community and local solutions, which will become an integral element of this overall proposed model.

8.	**Timescales** **Should authorisation to proceed be given a timetable to procure this service will be developed, which takes into account the need to support and encourage the involvement of voluntary and community groups and any contractual and Human Resources processes that need to be followed.** **However an indicative timescale will be to launch a tender in May 2019 with an ambition to award a contract in August/September 2019.**

9.	**Summary**
	The proposals within the paper have been supported widely by the stakeholders who engaged with us in October 2018. These proposals have also been tested through a range of CCG and Council forums which were supportive. There is a shared understanding across the sector regarding the benefits which such a proposal will bring to the city, which are also reflected in national best practice examples.[678]

RESOURCE IMPLICATIONS

<u>**Revenue**</u>

10.	**The final contract value will be within the funding envelope identified within Appendix 2. Much will depend on the final specification and the response from the providers who decide to bid. This is especially the case given that we wish to allow flexibility for innovation which does mean that there could be a variety of ways to achieve the desired outcomes.**
	A high level costing exercise has been undertaken which considers the need to include the following elements in any contract value. • **Management/leadership at senior level** • **The value of a business/fund raising resource to focus on bringing in additional investment to match local funding** • **The need to ensure activity across the whole city to achieve consistency and address current gaps** • **Community Navigation service which reaches those most in need** • **Administration, IT, communication and premises costs**
	The proposal to integrate this procurement with the community navigation service will bring the benefit of economies in overheads such as management, premises, I.T. costs etc. The cost of the Community Navigation element of the service specification will be met entirely by the CCG.
	The indicative financial envelope for this procurement has been brought together from current budgets (Council and CCG) with additional investment provided by the CCG, in recognition that an increase in community activity, and the benefits associated with that, will impact on health outcomes. This represents an overall increase in investment to provide infrastructure support to enable the growth of community activities.

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[6] **Change for Good – Report of the Independent Commission on the future of local infrastructure. January 2015**

[7] **Community Collaboration, A councillor's guide – Local Trust and LGiU. July 2017**

[8] **What works in Community Led Support? – National Development Team for Inclusion. December 2017**

	An element of the funding has been identified from current underspend in the grant budget but it is also likely, subject to the final specification, that some current grant recipients will be impacted by the consolidation of activities into this funding envelope – the council will not continue to fund activities which are included in this specification through other funding routes. Community organisations will continue to have the opportunity to apply for grant funds for other areas of work and will also be able to bid to provide the services specified in this procurement, or elements of these services in partnership with others.
11.	**TUPE** **It should be noted that TUPE regulations may apply, should this arise it will be addressed through the usual procedures.**

Property/Other

12.	**Not Applicable**

LEGAL IMPLICATIONS

Statutory power to undertake proposals in the report:

13.	**The proposals will meet social care functions under the Care Act 2014, in particular promoting people's wellbeing, by supporting the development of a diverse and resilient community and voluntary sector as well as safe and inclusive communities. This method of commissioning is authorised by virtue of s.1 Localism Act 2011.**

Other Legal Implications:

14.	**Procurement will be carried out in accordance with the Council's Contract Procedure Rules and Financial procedure Rules and having regard to the Equality Act 2010 and the Human Rights Act 1998 in considering the impact of commissioned services on end service users.**

CONFLICT OF INTEREST IMPLICATIOINS

15.	**Not Applicable**

RISK MANAGEMENT IMPLICATIONS

16.	**There is a risk there will be a limited response to the tender. This will be mitigated by undertaking a 'market warming' exercise to commence as soon as the decision is made. We will also work with procurement colleagues to identify the most appropriate advertising routes and build on engagement work already undertaken to ensure this opportunity is made known to a wide audience.** **There are risks associated with small and medium organisations having the capacity to respond to a tender or be part of other sub-contracting or partnership arrangements. This will be actively considered in the design of the tender and flexibilities will be considered to mitigate this. Additional time will be built in the tender to enable organisations to broker partnership arrangements. The**

	tender process will be designed to be as simple and user friendly as possible.
	There is a risk that some current grant recipients may not be able to continue to apply for grants covering services contained within the specification. Eligible organisations will be able to apply for grants to cover other activities in the usual way and will also be able to bid for services within this specification either singly or as part of a partnership. Any organisations which are directly impacted will be offered an individual meeting and will also be given advice on alternative funding routes. Any organisation facing a loss or reduction in income will be given a minimum of 3 months' notice.
	Finally any successful bidder who is currently dependent largely upon grant funding will see a change to the timescale for payment i.e. in arrears rather than in advance. This poses a risk for these organisations which will need to be considered by both the Council and CCG.
POLICY FRAMEWORK IMPLICATIONS	
17.	The proposals outlined within this briefing fall under Southampton's Better Care Programme which supports the delivery of outcomes in the Council Strategy (particularly the priority outcomes that "People in Southampton live safe, healthy and independent lives" and "Children get a good start in life") and CCG Operating Plan 2017-19, which in turn complement the delivery of the local Hampshire and Isle of Wight Sustainability and Transformation Plan , NHS 5 Year Forward View, Care Act 2014 and Local System Plan. In particular the proposals will promote the development and use of an increased offer of community based activities and resources which in turn support delivery of the Council's Strengths Based approach to adult social care, supporting people to take greater responsibility for their own health and wellbeing and maintain their independence.
18.	Southampton's Better Care Plan also supports the delivery of Southampton's Health and Wellbeing Strategy 2017 - 2025 which sets out the following 4 priorities: • **People in Southampton live active, safe and independent lives and manage their own health and wellbeing** • **Inequalities in health outcomes and access to health and care services are reduced.** • **Southampton is a healthy place to live and work with strong, active communities** People in Southampton have improved health experiences as a result of high quality, integrated services

KEY DECISION?	Yes	
WARDS/COMMUNITIES AFFECTED:		All
<u>**SUPPORTING DOCUMENTATION**</u>		

	Appendices
1.	Responses from Community Development Survey undertaken in July – august 2017.
2.	Confidential Appendix – Proposed Funding Arrangements
3.	Privacy Impact Assessment
4.	Equality Safety Impact Assessment

Documents In Members' Rooms

1.	None

Equality Impact Assessment

Do the implications/subject of the report require an Equality and Safety Impact Assessment (ESIA) to be carried out.	Yes

Privacy Impact Assessment

Do the implications/subject of the report require a Privacy Impact Assessment (PIA) to be carried out.	Yes

Other Background Documents
Other Background documents available for inspection at:

Title of Background Paper(s)		Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)
1.	None	