

Birmingham City Council

Report to Cabinet

Date: 27 July 2021



Subject: NEIGHBOURHOOD NETWORK SCHEMES
RECOMMISSOINING

Report of: Professor Graeme Betts
Director for Adult Social Care

Relevant Cabinet Member: Cllr Paulette Hamilton - Health & Social Care
Cllr Tristan Chatfield - Finance & Resources

Relevant O &S Chair(s): Cllr Robert Pocock - Health & Social Care
Cllr Mohammed Aikhlaq - Resources

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Are specific wards affected?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No – All wards affected
If yes, name(s) of ward(s):		
Is this a key decision?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, add Forward Plan Reference: 009089/2021		
Is the decision eligible for call-in?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, state which appendix is exempt, and provide exempt information paragraph number or reason if confidential:		

1. Executive Summary

- 1.1 This report provides details of the commissioning plans and procurement strategy for the recommissioning of Neighbourhood Network Schemes (NNS). Current contracts expire on 31st March 2022.
- 1.2 The proposed procurement is via the Light Touch Regime (LTR). The contracts will be for a period of 5 years commencing on 1st April 2022, with an option to extend for 2 years subject to satisfactory performance and budget availability. The estimated value of the contracts based on historical and forecast data is £2.57m per annum or £3.57m if the service is expanded to younger adults with a long-term disability, which is further explained below.
- 1.3 NNS supports the delivery of the vision for Adult Social Care and the first phase of its transformation journey by providing a prevention-based approach to developing local community assets, resources and activities to support older and disabled citizens.
- 1.4 Birmingham's Neighbourhood Networks started with a six-month development phase in 2018 leading to a Neighbourhood Network being established in each of the City's Constituencies. The first two started in October 2018, four in April 2019 and the last four in November 2019.
- 1.5 The original approval for Neighbourhood Networks was given in Nov 2017 – following the cabinet report: **Putting Prevention First: Supporting the Implementation of the Vision for Adult Social Care and Health.**
- 1.6 As part of the Prevention First Strategy, Neighbourhood Networks are responsible for developing preventative community-based support and activities for older adults whilst also supporting the transformation of Adult's social work to a strength-based community focused model, known as the Three Conversations Framework.
- 1.7 It is proposed that the elements of the existing Neighbourhood Network's Model are kept, as illustrated at 3.8 below, with some minor additions. The current older adults work will be retained with a planned expansion of the service to benefit adults over 18 years with a long-term disability. Once the planned adult's transformation plan funding is confirmed, the successful provider contracts will be modified to accommodate the expansion to younger adults
- 1.8 Proposed commissioning includes a lead facilitator for each Constituency. Selly Oak and Perry Barr Constituencies will be provided via internal Service Level Agreements (SLA), as explained at 4.3 below, and the remaining Constituency NNS' will all be externally commissioned. Edgbaston and Northfield will have an integrated structure to include a Community Partnership Worker role and a specialist grant maker contract. The whole Neighbourhood Network Scheme will be supported citywide by a network coordination and development provider. Full details can be seen in section 4 below.

- 1.9 The commissioned services will directly support the delivery of the following key strategies: Vision and Strategy to Modernise Adult Social Care 2017, Vision for Adult Social Care Refresh 2020, Prevention First Strategy 2017+.

2 Recommendations

That Cabinet:

- 2.1 Approves the contents of this report in order to implement the strategy and the commencement of procurement activity for Neighbourhood Network Schemes Recommissioning in accordance with the requirements and approach set out in **Appendix 1** and outlined in section 4. This includes the expansion to younger adults 18-49 with a long-term disability at an additional annual value of £1m pending Adult Social Care Transformation Plan budget approval. Due to the timescales for the commissioning timelines and expiry of the current contracts, both options 2 and 3 in section 5 of this report are included for approval. The team will proceed with either option depending on the outcome of the additional funding request.
- 2.2 Delegates approval of the outcome of the procurement process to the Director, Adult Social Care and the Assistant Director, Development and Commercial in conjunction with the Interim Director of Council Management (or their delegate) and the City Solicitor (or their delegate) who will approve the award of the contracts.
- 2.3 Delegates authority to the Director of Adults Social Care in conjunction with relevant Finance, Legal and Procurement officers to update the procurement strategy as required in response to the outcomes of the tendering process, market consultation and/or commissioning developments with partners, where this is in the Council's benefit and within the approved budget.
- 2.4 Delegates authority to the Director of Adults Social Care in conjunction with relevant Finance, Legal and Procurement offices (or their delegates) to extend the contracts awarded at 2.2 for up to 2 years subject to funding availability and satisfactory performance
- 2.5 Authorises the City Solicitor and Monitoring Officer to negotiate and execute any documents to give effect to the above recommendations.

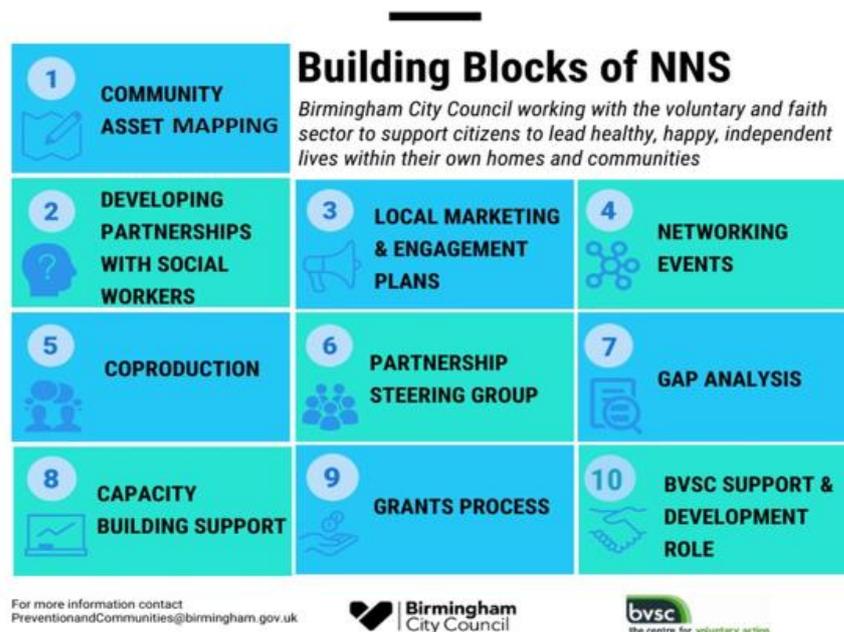
3 Background

- 3.1 The Vision and Strategy to Modernise Adult Social Care 2017 recognised that a preventative approach to manage the increasing demand to social care. The move to a strength-based model for social work, known as the Three Conversations Framework, focused on connecting citizens to their local assets and resources, to enable citizens to live independently within their own homes and communities.

- 3.2 This shift in approach also required a shift in investment ‘upstream’ into prevention activities within communities to complement the Three Conversations social work approach.
- 3.3 The current 10 Neighbourhood Networks Service (NNS) were agreed by Cabinet in November 2017, with the aim of providing older people with a range of community-based alternatives to support citizens within their own neighbourhoods. They do this by promoting and developing partnership work between the Voluntary and Community Sector, Health, Social Care and other parts of the public sector.
- 3.4 Since 2018 the NNS have had a significant positive impact. In summary, they have supported social work teams with adopting the Three Conversations Framework, contributed to reducing demand for new packages of care and corresponding budget savings, built strong networks and partnership across voluntary and community sector and public sector, supported active citizenship / civil society especially during the Pandemic, which included partnership working with the Children’s Partnership Board’s Early Help offer.
- 3.5 Each NNS has created, and published online, a community asset map (groups, services and activities) to help citizens and professionals connect locally and find support. The NNS engages each local asset encouraging them to sign up as a ‘member’ of their local NNS. Each asset contributes to one or more of the following 5 outcomes:
- Improved social participation
 - Healthier lifestyles
 - Maximised income
 - Living independently in their own homes
 - Carers feeling more supported
- 3.6 Each NNS has a partnership steering group to oversee their work. These have representation from local social work teams, local councillors, local community organisations, citizens, police, fire service, local GP practices and BCC officers.
- 3.7 Currently the NNS capacity building work is primarily for the benefit of older adults. Following feedback from existing stakeholders during the delivery of the existing NNS and the co-design findings outlined in section 5 of this report, it is proposed this round of commissioning activity takes a whole life course approach. This means extending the NNS to develop community based preventative support for citizens over 18 years with a long-term disability, thereby benefiting a wider range of citizens (for example, those with a learning disability, physical disability, autism, mental health difficulties, a sensory loss or impairment). There is an expectation that the NNS Leads retain and build on their work for the benefit of over 50’s. Work is also underway to align activities with the Birmingham Children’s Partnership Early Help offer, so that a localised whole life offer starts

to embed. This expansion is subject to an additional £1m funding approval as stated in paragraph 1.2

3.8 It is proposed that the existing core elements, or 'building blocks', of the NNS are retained. These are summarised in the diagram below. There is strong evidence that they are effective and work well together. It is proposed that we add a citywide element to the model consisting of a steering group and grants panel. This, and all the other elements of the NNS model, are explained in the Commissioning Plan, section 4 below.



3.9 An impact assessment was completed in late 2020 (The Birmingham Neighbourhood Network Scheme Impact Assessment, BVSC, Nov. 2020). The aim of which was to inform the future commissioning processes, and to assess the role of NNS in light of any new and existing vulnerabilities and inequalities arising from the COVID19 pandemic.

3.10 This impact assessment made several recommendations. Those most relevant to recommissioning are summarised below:

- During the Pandemic the NNS has demonstrated an effective partnership response to a crisis which therefore demonstrates that having an NNS in place makes the City more resilient.
- Whilst the Pandemic disrupted some of the planned next phase of development of the NNS, to demonstrate the impact and full benefit of the model. Nevertheless, there remains a very strong evidence base for the continuation of NNS.

- The initial impact assessment calculated social return on investment which showed significant promise and potential. A longer term NNS delivery through the next round of commissioning will build upon these findings.
- There is also strong evidence that the longer the NNS is sustained, with providers having financial stability, the greater the impact on Prevention First Outcomes.

4 Commissioning Plan

- 4.1 Based on the intelligence from a range of relevant sources, market analysis, provider market feedback, stakeholders internal and external to the council, performance data, adult social care demand data and the impact evaluation, the following services are proposed to be commissioned:
- 4.2 An NNS lead facilitator service will be commissioned from the external market for Sutton Coldfield, Erdington, Yardley, Hall Green, Hodge Hill and Ladywood.
- 4.3 Market intelligence continues to identify a limited external provider market in Perry Barr and Selly Oak, therefore it is proposed that the current service delivery in these two constituencies should continue. This will be via a revised internal Service Level Agreement with the Neighbourhoods directorate pending receipt of an agreed business case.
- 4.4 Each NNS facilitator will be responsible for all aspects of delivery including maintaining an asset map of the local area, working collaboratively with the local social work teams, market engagement, networking with key stakeholders, coproduction activity with local citizens, capacity building support to small organisations, managing a transparent NNS grants process which supports the delivery of the vision for adult social care and the Prevention First Outcomes Framework.
- 4.5 Due to external market capacity issues within Edgbaston and Northfield the delivery model will be split. The lead facilitator role will manage all the activity except for the NNS grants prospectus which will be delivered by a grant making organisation. The lead facilitator will be expected to work closely with the grant maker and support the decision-making process.
- 4.6 A grant maker will be commissioned for Edgbaston and Northfield. Their role will be to manage the grants prospectus, convene the stakeholder decision making panels and manage the grant agreements. The grant maker will also be responsible for the award of citywide grants in support of activities for communities of interest, whose needs cannot be met on a place-based approach.
- 4.7 An NNS Support and Development Organisation will be commissioned to coordinate the lead facilitator activity, provide sector development, capacity building and undertake evaluations, analysis, sharing of good practice.

Appendix 1 sets out the proposed procurement strategy.

5 Options considered and Recommended Proposal

5.1 Option 1 – Do not recommission the NNS.

This is not the recommended option for several reasons: The impact assessment and other smaller evaluations all evidence the NNS has made good progress with supporting the first phase of the transformation journey for adult social care. The Pandemic has demonstrated that having a network of community development organisation does increase the resilience of the City and its people. Following discussion with a wide range of stakeholders, including citizens and social work teams, there is strong support for retaining and building on what the NNS has achieved to date.

5.2 Option 2 - Recommission NNS for older adults and extend to benefit adults 18 – 49 years with a long-term disability.

This is the preferred option (pending funding approval as stated in 1.2) Stakeholders including social workers and younger citizens with a disability want the NNS to benefit them. There are smaller numbers of younger disabled adults in the City, but the unit cost of individual care package is often higher as well as being more long-term, there is therefore a good business case to reduce demand for this group. Opportunities for inclusion and intergenerational work will be easier if the '50 years +' criteria are removed. Some younger disabled adults can be anticipated to be active participants in the running of the NNS, such as steering groups and grant panels.

5.3 Option 3 – Recommission NNS retaining current restriction to older adults.

This is not recommended: there may be further challenges regarding perceived inequity, the exclusion of citizens age 18 to 49 years with a long-term disability. Currently they are not benefitting from preventative support developed by NNS [for example; adults with a learning disability or sensory disability]. The '50 years +' criteria for community assets can often be unnecessarily restrictive and opportunities for inclusion, integration and intergenerational work are being missed.

Should the Adults Transformation Plan not approve the additional £1m per year to expand NNS to younger adults with a long-term disability, the team will proceed with Option 3 – “recommission NNS retaining current restriction to older adults”.

6 External Co-design engagement

6.1 Formal consultation was not undertaken, instead over 500 stakeholders have taken part in co-design engagement events and conversations including citizens, primary care networks, Clinical Commissioning Groups, and existing providers. There were over 300 individual engagements.

6.2 The engagement was undertaken through online workshops, Be Heard questionnaires and face to face discussions.

- 6.3 The engagement to date provides strong support to sustain existing NNS provision as well as expanding to incorporate younger adults as set out in this document. This includes support for the need for additional funding to ensure younger adults work can be delivered without undermining progress made for older adults. Full details of the co-design engagement responses can be found in **Appendix 3**.

Internal Consultation

- 6.4 The Cabinet Member for Homes and Neighbourhoods and Cabinet Member for Social Inclusion, Community Safety and Equalities have been consulted on this report and support the recommendations.
- 6.5 The Birmingham Safeguarding Adults Partnership have been consulted on the proposal and support the recommendations.
- 6.6 Local Elected Members have been engaged as part of the co-design activity with key stakeholders.
- 6.7 Local Social Work teams fully support the re-design of the service specifications. There was also strong support for extending to younger adults, from an equalities and social justice perspective as well as ensuring NNS fully aligns with responsibilities of social work teams.

7 Risk Management

- 7.1 Risks will be identified, evaluated and controlled in line with the Birmingham City Council Risk Management Methodology 2017.
- 7.2 The initial risks are detailed within the Procurement Strategy at **Appendix 1** of this report. A full Risk Register has been developed as part of the project management of this recommissioning. The project management, governance and oversight of this recommissioning will be through the Community Assets Board chaired by the Assistant Director Commissioning (Adult Social Care) and will report through to the Adults Social Care Management Team chaired by the Director for Adults Social Care.
- 7.3 The risks are all as low as is reasonably possible. The highest risk rating is medium; all have mitigating actions.

8 Compliance Issues:

8.1 How are the recommended decisions consistent with the City Council's priorities, plans and strategies?

The recommended proposal supports the delivery of one or more of our Council' priorities as set out in the Birmingham City Council Plan 2022:

- **Birmingham is an entrepreneurial city to learn, work and invest in:**
Through investment in the health and social care sector and social enterprises, we will create local jobs, apprenticeships and foster innovation in

service delivery and outcomes for citizens. We will open-up opportunities for local people to develop skills and share in the benefits of local economic growth. This will include the creation of appropriate opportunities for younger adults with learning, mental health, physical and sensory disabilities to access volunteering and a longer-term pathway into paid employment.

- **Birmingham is an aspirational city to grow up in:** We will work in close collaboration with the Early Help and Transitions teams and local partners to embed a “whole life course” approach across all our services. This will create opportunities to inspire and support the cohort of children and young adults who will ultimately move into adult services to develop ambitions and achieve their full potential.
- **Birmingham is a fulfilling city to age well in:** Expanding the opportunities for older citizens to make meaningful choices about and exercise genuine control over their care and support will ensure they are more resilient and independent. This has been proven to bring positive improvements to the quality of life for citizens and the broader wellbeing of communities.
- **Birmingham is a great city to live in:** These proposed extended NNS schemes will ensure that younger adults with learning disabilities, mental health, physical and sensory support needs are able to access a broad and varied range of community-based activities and opportunities. They will foster greater inclusion and fairness, by enabling these citizens to live happier, healthier and more independent lives in their own communities.
- **Birmingham residents gain the maximum benefit from hosting the Commonwealth Games:** We will work closely with the Commonwealth Games Team to ensure that NNS services are aligned with Games-related activities. This will include the use of shared intelligence and gap analysis to ensure that no cohorts are excluded from opportunities arising from the Games. There will also be a focus on volunteer development opportunities, together with maximising the benefits of a sustainable Games legacy in the city.

8.2 Legal Implications

- 8.2.1 The Care Act 2014 together with associated regulations and guidance states that a Local Authority must provide a range of services to contribute towards preventing or delaying the need for care and support for individuals and for carers in their area.
- 8.2.2 Under Section 111 of the Local Government Act 1972, a local authority has the power to take action which is calculated to facilitate, or is conducive or incidental to, the discharge of any of its functions and therefore has a general power to enter

into contracts for the discharge of any of its functions. Section 93 of the Local Government Act 2000 gives the Secretary of State power to award grants to local authorities for expenditure incurred by them in the provision of welfare services determining by the Secretary of State.

- 8.2.3 The Council has a best value duty under Section 3 of the Local Government Act 1999 to improve the efficiency, economy and effectiveness of the services that it delivers. The use of an open procurement route will ensure that competitive bids are obtained, and the terms offered by the successful tenderer will deliver best value to the Council.
- 8.2.4 The Council's obligations for this service under the General Data Protection Regulation (GDPR) will be met by conditions in the tender specification.

8.3 Financial Implications

- 8.3.1 The below financial implications are set out for options 2 and 3, explained in paragraphs 5.2 and 5.3 above. Option 2 is the preferred option which includes expanding the NNS to younger adults with a long-term disability. This is pending funding approval of the Adults Transformation Plan. Option 3 retains the existing older adults only focus.
- 8.3.2 Option 2 – The total annual investment required to progress this proposal is £3.57m. The total investment across 5 years is £17.85m and if extended for a further 2 years £24.99m
- 8.3.3 Option 3 – The total annual investment required to progress this proposal is £2.57m. The total investment across 5 years is £12.85m and if extended for a further 2 years £17.99m

The table below summarises the elements of the NNS:

Service Area	Option 2 (preferred option): Annual value – younger disabled adults and older adults	Option 3: Annual value – older adults only
Hodge Hill	£350,000	£250,000
Hall Green	£290,000	£190,000
Ladywood	£310,000	£210,000
Erdington	£370,000	£270,000
Sutton Coldfield	£280,000	£180,000
Yardley	£380,000	£280,000

Selly Oak	£380,000	£280,000
Perry Barr	£340,000	£240,000
Edgbaston	£300,000	£200,000
Northfield	£370,000	£270,000
City-wide NNS structure supporting communities of interest, whose needs cannot be met on a place-based approach.	£100,000	£100,000
City-wide Support, Development and Learning & Evaluation Service Provider	£100,000	£100,000
Total:	£3.57m	£2.57m

- 8.3.4 The proposed fixed price contracts will be for an initial period of five years (with option to extend for two years). This is deemed the minimum service delivery and economic period to ensure value and efficiency for the Council and providers. The possibility to extend or not allows the Directorate to manage the contingent nature of some of the funding and the different timeframes of particularly the grant funding. The contract value for each Constituency varies to reflect levels of deprivation, numbers of funded packages of care and amounts of external grant funding in the 10 geographies. The Constituencies with higher levels of need and lower levels of investment have a higher contract value.
- 8.3.5 The application of preventative strategies is a key element in reducing “downstream” effects on individuals which in turn increase the costs to the council and other partners and Birmingham as a whole. The financial savings from the Older Adults contract are already reflected in the budgets for the provision of Adult Social Care, and the renewal of this element of the contract will allow these savings to continue. The inclusion of Younger Adults in the contract, if agreed, will create further savings as part of the programme of early intervention and community capacity initiatives, and will be modelled as a whole for the Adults Transformation programme
- 8.3.6 This procurement continues the existing investment in this area, integrates it with the agreed strategy on prevention and links it to several innovations and other grant funded activities, thereby maximising and multiplying the council’s own investment with other money and developments in services. The additional investment in the Younger Adults element of the contract will be part of the Adults Transformation programme funding, which will come from a mix of existing service budget, joint health funding and if necessary through a business case request for addition to the Delivery Plan, dependant on savings, once modelled.

8.3.7 There is a need for comprehensive monitoring, outcomes and review of performance to inform both contract management and the further strategies and procurements in the future and overall preventative strategy. Some elements of the contract payments will be based on results giving further reassurance of value for money. Such considerations are detailed further in the procurement strategy.

8.4 Procurement Implications (if required)

8.4.1 The full range of services to be procured is set out in the Neighbourhood Network Scheme Procurement Strategy; see **Appendix 1**.

8.4.2 A list of services to be commissioned are in the Commissioning Plan, section 4 of this report.

8.4.3 The recommendations in this report are compliant with the Council's Procurement Governance Arrangements (PGA).

8.4.4 Birmingham Business Charter for Social Responsibility (BBC4SR) will be applied within the threshold of the Charter requirements and contract value.

8.4.5 Pre-procurement Duty under the Public Service (Social Value) Act 2012. Bidders will be asked how their bid addresses social value as part of the evaluation. Consideration of whether to undertake a consultation exercise was discussed during the planning stage and it was agreed that this would not be required as tenderers will be asked how their bid addresses social value as part of the evaluation and no additional stakeholder consultation was required. This consideration also included how this procurement exercise might improve the social and economic well-being of the city and will be addressed by evaluating social value.

8.5 Human Resources Implications (if required)

8.5.1 Some of the services being procured may be subject to the Transfer of Undertakings (Protection of Employment) Regulations (TUPE) however in this instance no Council employees will be affected. The Council's role will be to facilitate the transfer of relevant information between the incumbent providers of existing services and perspective bidders without providing any indemnity regarding the accuracy of information provided.

8.5.2 The recommissioning, procurement and subsequent contract awards and contract management will be undertaken by staff within the Adult Social Care Directorate in conjunction with Finance, Legal and Procurement colleagues.

8.6 Public Sector Equality Duty

8.6.1 An Initial Impact Assessment has been carried out and no adverse impacts have been identified and a Full Impact Assessment is not recommended at this stage. Any potential impacts that emerge during the re-commissioning and procurement will be monitored and mitigated inherently within the process and managed via the Risk Management process. Risk logs will be maintained to allow further

considerations and will include contract award and mobilisation. **See Appendix 2** for the Initial Equality Assessment.

9 Appendices

1. Procurement Strategy
2. Equality Assessment
3. Co-design Engagement Summary
4. Environment and Sustainability Assessment

10 Background Documents

- [Birmingham City Council Plan: 2018-2022](#)
- [Health and Wellbeing Strategy](#)
- [Vision and Strategy for the Modernisation of Adult Social Care - Cabinet Report Oct 2017 \(Vision Refresh 2020\)](#)
- [Putting Prevention First: Delivering the Vision for Adult Social Care and Health - Cabinet Report Nov 2017](#)
- [The Birmingham Neighbourhood Network Scheme Impact Assessment, BVSC, Nov 2020](#)