

TELFORD & WREKIN COUNCIL

CABINET – 24 JULY 2014

RESPONSE TO SCRUTINY REVIEW OF MEALS ON WHEELS HOT MEALS SERVICE (COMMUNITY MEALS SERVICE) AND DEVELOPING A NEW APPROACH TO SERVICE DELIVERY

REPORT OF ASSISTANT DIRECTOR FAMILY, COHESION & COMMISSIONING

LEAD CABINET MEMBER – CLLR ARNOLD ENGLAND

PART A) – SUMMARY REPORT

1. SUMMARY OF MAIN PROPOSALS

- 1.1 This report provides recommendations to Cabinet on the Community Meals service currently provided by Telford and Wrekin Council to people who live in the Borough. It provides a response to the Health and Adult Social Care Scrutiny Committee *Review of Meals on Wheels Hot Meals Services (Community Meals Service)*. The report addresses Community meals – both ‘hot’ and ‘frozen’, developing a single model approach to future service delivery and development.
- 1.2 The report proposes changes to reduce the cost of the service, in line with the savings which were originally proposed in 2013-2014 but not achieved.
- 1.3 In supporting the move to a new service model the paper proposes a pilot, to support longer term involvement with the voluntary sector.

2. RECOMMENDATIONS

It is recommended that:

- 2.1 Cabinet considers the Health & Adult Care Scrutiny Committee report entitled *Review of the Meals on Wheels Hot Meals Service* and approve the response shown at Appendix 1.**
- 2.2 That the Assistant Director, Family, Cohesion and Commissioning is granted the authority to:**
- (a) Enter into a contract with the Royal Voluntary Services (RVS) for a time limited period of up to nine months to support the Council in a pilot project to develop a model Befriending/Good Neighbour Service, which will then be tendered across the voluntary and/ or commercial sector**
- (b) Following the proposed pilot and tender exercise, if proposed, the Council enters into a contract with the chosen tenderer(s) for the provision of the Befriending/Good Neighbour Service post Spring 2015**
- (c). Approve an increase in the existing cost charged for a meal from £2.65p to £3.15p, as recommended by the Scrutiny Review. This represents an increase of 19%. The actual cost of a meal in the future will reflect the outcomes of procurement activity currently in hand**
- 2.3 That the Assistant Director: Law Democracy & People Services be authorised to execute all necessary contract documentation in accordance with the Constitution, including the affixing of the common seal of the Council as appropriate or to delegate this as per Article 14 of the Constitution**

3. SUMMARY IMPACT ASSESSMENT

COMMUNITY IMPACT	Do these proposals contribute to specific Co-Operative Council priority objective(s)?	
	Yes/No	<ul style="list-style-type: none">• Protect and support our vulnerable Children and Adults.• Improve the health and wellbeing of our communities and address health inequalities.
	Will the proposals impact on specific groups of people?	
	Yes/No	Community meals are provided to a range of people, including a mix of those who are eligible for council support due to frailty and/or vulnerability and those

		<p>who simply access the service. In making changes, the needs of those who are vulnerable and eligible for services will be safeguarded.</p> <p>For those individuals who are not eligible for social care support, they will receive advice and support to establish a direct link between them and the successful Provider.</p>
TARGET COMPLETION/DELIVERY DATE	June 2015.	
FINANCIAL/VALUE FOR MONEY IMPACT	Yes/No	<p>The net budget for Community Meals for 2014/15 was established including savings originally brought into the budget in 2013/14 of £57k intended to remove any subsidy from the service. The net result is a net income budget of £13k.</p> <p>In 2013/14 the income generated from meals was not sufficient to cover the cost of the meals, and with other costs of operation generated net expenditure of £24k. Therefore, savings incorporated into the budget in 2013/14 were not met.</p> <p>The template of actions proposed in the report refer to the need to generate a saving of £57k and this remains the target. Any future model of delivery must be designed within existing funding available. Any one off costs estimated at £18k incurred in delivering the pilot referred need to be met from one off funding which is available within Adult Social Services.</p> <p>RP 02072014</p>
LEGAL ISSUES	Yes/ No	<p>The contract for the provision of Community Meals - Frozen meals will be tendered as originally proposed in a report to Cabinet (September 2013) during Summer 2014, and broadened to incorporate the delivery of hot meals.</p> <p>The proposal to run a pilot to establish a Befriending/Good Neighbour Service will be undertaken by the RVS within the current contract, with an extension for a further nine months allowing sufficient time to establish a robust and innovative 'service model'. This Befriending/Good Neighbour Service could then be retendered more widely across the</p>

	<p>voluntary sector or due to it being under threshold value be awarded directly to RVS under Article 9 of the Constitution (“Special Exemption”), provided that such an application can be justified and best value obtained) to ensure continuity.</p> <p>With contracts for services above the current EU procurement threshold (currently £173,934), including Part B services that are above this threshold consideration must be taken of the Public Services (Social Value) Act 2012 (“the Act”) section 1 (3) of which requires an authority to:</p> <p>(a) consider how what is proposed to be procured might improve the social economic and environmental well-being of the relevant area and</p> <p>(b). how, in conducting the process of procurement, it might act with a view to securing that improvement.</p> <p>(“the relevant area” means the area consisting of the area or areas of the one or more relevant authorities on whose behalf a public services contract is, or contracts based on a framework agreement are, intended to be made.)</p> <p>Section 1 (7) requires that, “The authority must consider whether to undertake any consultation as to the matters that fall to be considered under subsection (3).” The Act is silent on how, or with whom, consultation must be held but a presumption is that this could include the voluntary and community sector, along with other providers and interested groups.</p> <p>Best Value</p> <p>Section 3(1) of the Local Government Act 1999 imposes a general duty, “to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness”.</p> <p>Section 3(2) requires that an authority, when deciding how to fulfil its duty under</p>
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	<p>S3 (1), must consult</p> <p>a) representatives of persons liable to pay any tax, precept or levy to or in respect of the authority,</p> <p>(b) representatives of persons liable to pay non-domestic rates in respect of any area within which the authority carries out functions,</p> <p>(c) representatives of persons who use or are likely to use services provided by the authority, and</p> <p>(d) Representatives of persons appearing to the authority to have an interest in any area within which the authority carries out functions.</p> <p>(3). For the purposes of subsection (2) “representatives” in relation to a group of persons means persons who appear to the authority to be representative of that group</p> <p>Public Sector Equality Duty.</p> <p>The Council must have due regard to the Public Sector Equality Duty as imposed by s149 (1) of the Equality Act 2010, which states:</p> <p>(1) A public authority must, in the exercise of its functions, have due regard to the need to—</p> <p>(a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;</p> <p>(b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;</p> <p>(c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it</p> <p>Consideration needs to be given to carrying out an Equality Impact Assessment in respect of the intended proposal to encourage those users of the current service, (paid for directly by the</p>
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		users but provided on their behalf by Appetito under its current contract with the Council) to contract directly with the successful Tenderer on terms not negotiated by the Council, whilst other current or future users with assessed eligibility can continue to take advantage of terms negotiated by the Council.
OTHER IMPACTS, RISKS & OPPORTUNITIES	Yes/No	Scrutiny Committee have a high regard for the RVS. To avoid the unintended consequence of changes to the supply and delivery of community meals the scrutiny committee recommend the establishment of a Befriending/Good Neighbour Service, and this proposal is considered within the report. RVS are informed and aware that in due course, the proposed Befriending/Good Neighbour Service is likely to be Tendered.
IMPACT ON SPECIFIC WARDS	Yes/No	Borough wide impact.

PART B) – ADDITIONAL INFORMATION

4. INFORMATION

4.1. Background

Telford and Wrekin Council currently provides hot and frozen Community Meals to people living in the borough. The service 'Community Meals' is on the 'My Life' portal.

4.2 Hot Meals

The Royal Voluntary Service (RVS) collect hot meals and regenerated meals (frozen meals which are re-heated) from Kitchens around the borough and deliver them directly to individuals. Sometimes the hot meals are delivered in a van provided by the council and in other instances by volunteers in their own vehicles, with expenses for petrol recovered. The service does not currently cover the most rural areas of Telford and Wrekin and where meals are delivered, in some areas this service is not provided 5 days per week.

The social value of RVS is highlighted in the report of Scrutiny. As well as delivering meals, they also monitor the individuals and report on any

issues of concern. Also, RVS often hold the contact details of family and friends, who they can contact, if necessary.

The challenges linked to the current hot meals service relate to health and safety issues include:

- temperature of the food if it is not consumed at the time of delivery and left to go cold/then reheated,
- lack of flexibility around times of delivery,
- inability to cover the full geographical area of the Borough, and
- Choice.

Telford and Wrekin Council has held a contact with the RVS since 2006. The current contract is due to expire on 1st October 2014. The full year value of the contract is £25,000 pa.

4.3 Frozen Meals

Frozen meals are delivered by a company called Appetito. The contract has been in place since 2007. Currently, the cost of the service is met by the payment for meals, with a small net gain made per annum. The current contract is due to expire on 1st October 2014. A report to Cabinet on 19 September 2013 approved the re-tender of the contract. This process commenced in June 2014 and be completed by 30 September 2014.

4.4 Responsibility and New Service Model

The Council has a statutory duty to provide community meals to people who are 'chronically sick and disabled'. (s29, National Assistance Act, 1948), and this is interpreted to mean clients who are assessed as eligible due to vulnerability and/or frailty.

Therefore, this paper suggests that in evolving a new service model, the Council should only maintain direct responsibility for securing meals on behalf of individuals assessed as eligible due to frailty and/or vulnerability, thereby identified as eligible. In these cases the clients require the provision of a hot meal as part of their care support package.

Non eligible individuals who wish to access the same service will be advised to enter into a direct arrangement with the new provider. The Council will assist in facilitating this change. Individuals will also be able to 'self refer' to the new provider.

As referred to above, Cabinet has already approved the tender of the Frozen Meal service. The company that is awarded the Tender will be expected to undertake the following:

- Continue to deliver Frozen Meals to existing clients,

- work with the Council and clients to 'phase out' meals delivered to regeneration centres, and
- become responsible for the delivery of hot meals to the clients who are assessed as eligible and requiring the service.

It will be expected that the cost charged per meal will remain consistent for those with an assessed need and those without, where the meal is comparable. Individuals may elect to pay an additional cost for additional features offered by the Provider.

4.5 Benefits of This Approach

Benefits include:

- This approach removes the Council from any direct engagement in Community Meals for individuals who do not have an assessed need due to vulnerability and/or frailty.
- The provider will be able to promote the service and offer enhanced features which may incur additional cost, if the client wishes to purchase the offer.
- Other market options may begin to emerge which allows new market entrants and promote local community ownership,

Some individuals currently receiving Community Meals may also welcome opportunities to consider other alternatives, for example, joining 'Casserole Clubs', or going to a local club or pub offering hot meals at a reasonable price.

4.6 Good Neighbour Service and RVS

RVS will be asked to develop a proposal to inform the Council in developing a Volunteer visiting service to vulnerable and isolated people. This will enable Commissioners within Vulnerable Services to prepare a service specification as part of any Tender. The outcome will be the establishment of a Befriending/Good Neighbour service. The new service model is expected to support engagement with local community initiatives, which might include partnership work with Parish Councils

In summary, the pilot could assist in:

- Identifying those who would benefit from such a scheme;
- development of a Befriending/Good Neighbour service provided by the voluntary sector to support those who require support to prepare, or encourage eating meals at home;
- encouraging local providers of meals at local community venues or pubs to consider delivering meals to people in the immediate locality, who are unable to 'get out' to go to the club or pub themselves.
- Identifying the social 'added value' of voluntary sector engagement.

The pilot will run until spring 2015. (See proposed Action Plan, Appendix 2).

5 IMPACT ASSESSMENT – ADDITIONAL INFORMATION

Legal Impact:

An Equality Impact Assessment is generally a process to establish if the introduction of a policy, or function, has any adverse or unequal impact on the basis of a person's race, gender, disability, sexual orientation, religion/belief or age and thus ensure that there is no infringement of any relevant legislation.

In this context the Equality Impact Assessment will not only highlight any potential non-compliance of relevant legislation and address this, but will also consider the effect (if any) on those service users who move from currently accessing such services on terms and conditions directly negotiated by the Council.

Proposals are expected to have a positive impact on service users. Impact will be further assessed during the pilot phase of the befriending project.

Public Sector Equality Duty.

Consideration needs to be given to carrying out an Equality Impact Assessment in respect of the intended proposal to encourage those users of the current service, (paid for by the users but provided on their behalf by Appitito under a contract with the Council) to contract directly with the successful Tenderer on terms not negotiated by the Council, whilst other current or future users with assessed eligibility can continue to take advantage of terms negotiated by the Council.

6 PREVIOUS MINUTES

Meeting, September 2014.

7 BACKGROUND PAPERS

Scrutiny Report on Community Meals
Report requesting approval to tender the Frozen Meals Service
(September 2013)

Report Prepared by: Kit Roberts
Better Care Project Manager
June 2014

Appendix 1

Cabinet Response to the Health and Adult Care Scrutiny Committee Review of Meals on Wheels Hot Meals Service in Telford and Wrekin

Recommendation	Response	Date by which action will be taken	Person responsible (name and title)
<p>The Council works with RVS to develop the Good Neighbours Service model as set out above which will include the continuation of a hot meal service based on service users need and demand. This will involve negotiating a realistic cost and contract / SLA for this service.</p>	<p>The Council will extend the existing arrangement for providing a hot meal to allow more time to evaluate options for meeting any unintended consequences of replacing the current hot meal option, including evaluating the need and identifying options for providing a Good Neighbours Scheme. We will also proceed with a tender for frozen meals which will have the capacity to incorporate increase of the Frozen meals, and also, the potential to expand to incorporate hot meals. Any option will need to save £57k in line with the budget strategy for 2013/14.</p>	<p>Existing contract extended to October 2014.</p>	<p>Commissioning Team – Vivianne McKay Service Delivery Manager</p>
<p>Town and Parish Councils should be encouraged to promote, and where possible, financially support the Community Meals Service</p>	<p>The Council will work with other organisations including Town and Parish Councils to identify options for continuing with a community hot meals service for those that require one and for schemes like “befriending” to meet the unintended consequences of withdrawing the current daily service. If hot meals are provided as part of the Frozen meals contract, we will still seek to encourage befriending both through local Town and Parish councils and the RVS.</p>	<p>By Oct 2014</p>	<p>Commissioning Team – Vivianne McKay Manager, Service Delivery Manager.</p>
<p>Opportunities for sponsorship for the Community Meals Hot meals service should be explored</p>	<p>The Council will continue to investigate opportunities for seeking sponsorship to support a community hot meals option and/or alternative (as above), including working with large and smaller local retailers.</p>	<p>By April 2015</p>	<p>Commissioning Team – Vivianne McKay Service Delivery Manager</p>
<p>The current service should continue until a robust and sustainable</p>	<p>Agreed</p>		

service model is developed and can be implemented by all necessary partners			
The Council and RVS explore opportunities to work with the NHS to develop the Community Meals Service as part of the Good Neighbours Service.	The Council and Telford & Wrekin Clinical Commissioning Group is currently looking at options for building community capacity and enhancing community services as part of its commitment to the greater integration of health and social care through the Better Care Programme. This will include working with a range of voluntary sector organisations including the RVS. The programme is currently in the “start up” phase with a number of meetings planned over coming months.	Plans will be in place by June 2014 to implement in December 2014	Clive Jones, Assistant Director and Kit Roberts, Commissioner
The price of the hot meals procured by the Council should be increase by up to 50 pence to around £3.15 and annually thereafter inline with the increase in the State Pension. The Committee recognise that the price of hot meals provided by independent local providers will not be determined by the Council.	The Council will consider the need to increase charges when reviewing options above and take account of the rates charged for hot meals in other parts of the Region. The Council will also consider and take into account any impact that this would have on service users.	By October 2014	Commissioning Team – Vivianne McKay Manager, Service Delivery Manager
Under the new service model the RVS would be responsible for promoting the service to the public and ensuring up to date information is available to health and social care professionals to increase the number of people referred to the service. Increasing the number of service users, and the number of meals provided combined with the proposed increase in price can, in the future, reduce the reliance on Council funding. It may	The Council will consider this recommendation when reviewing options for extending the existing arrangements and in making proposals for any alternative option. The intention to increase the supply of meals will also apply to Frozen meals.	By October 2014	Commissioning Team – Vivianne McKay Service Delivery Manager

<p>be possible to work with the RVS to develop this longer term service model.</p>			
<p>Information about the Community Meals service should be available on the Council's Care First system and My Life Portal. Information about the Good Neighbours Service should be included in the Adult Care Assessment Process and Resource Allocation Management System. Access to the Good Neighbours Service should not be means tested and should be available to people who are eligible for local authority funded care and people who are self funding.</p>	<p>Once ongoing arrangements have been extended and any revised arrangements have been put in place the Council will ensure that these are advertised via the Council's Care First system and My Life portal.</p> <p>The pilot for the good neighbours service will consider the Identification of those who would benefit from such a scheme and access</p>	<p>actioned</p>	
<p>The Council and NHS work in partnership with the frozen meals provider to ensure that key messages are communicated to service users. This should include key PH messages e.g. flu jabs</p>	<p>The Council will explore with the existing and any future frozen meals provider the opportunity for key messages to be communicated in this way.</p>	<p>Ongoing</p>	<p>Vivianne McKay and Louise Mills (Public Health commissioning lead)</p>
<p>When other contracts that relate to the Community Meals Service come to the end of their term they should go through a procurement process to ensure value for money for the Council and service users.</p>	<p>The Council will follow best practice in terms of value for money to go through a procurement process. This process assists to test the market place with regard to other options and obviously price.</p>		
<p>The Committee feel very strongly that a hot meal service should continue. However, if the Council's Cabinet decide to</p>	<p>The Council agrees that those who have an eligible need should receive meals. For those who are eligible; the Council would like to offer them meal options whether it</p>	<p>Reviews will be undertaken between now and October</p>	<p>Adults Social Care</p>

<p>remove the hot meals service and provide a frozen meals service alone, then the Committee set a clear expectation that all hot meals service users are individually assessed to ensure that their needs are met and their risk of social isolation and poor nutrition is not increased.</p>	<p>is hot or cold. In introducing any changes the Council will review need of individuals to ensure we provide a service for those who are eligible. The Council will continue to work with the voluntary sector to support people who are socially isolated</p>	<p>Ongoing</p>	
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Appendix 2

High-level Project Plan – Befriending/Good Neighbour Service

	Task	Lead	Timeline
1	Gain approval to extend the work of RVS via a Grant agreement for nine months, whilst running a pilot to establish a model for a Befriending Service.	Assistant Director (CJ)	July 2014
2	Enter into discussion with RVS to commence with moving into a pilot phase with immediate effect. To confirm the pilot will work and in conjunction with local Parish councils and any locally based services linked to providing some form of community meals.	Commissioning/ Contracting	July
3	Review of existing users (work already in hand) receiving hot meals, and to also include frozen meals, determining level of need and eligibility.	Commissioning Social Workers and RVS	May – August
4	Interim report from RVS predicting future demand, cost and volume of support required from the voluntary sector, including cost, if any	RVS	October 2014
5	Final report from RVS taking account of the development of the service by a new Provider from 1 st October 2014. If a new costed service is required, the report will assist in informing: <ul style="list-style-type: none"> • final model development; • commissioner consultation, and • Finalising a service specification. 	RVS	December 2014
6	Quality Monitoring of current approach	Quality Monitoring Officers	November 2014
7	If required, service user/carer consultation on proposed model of service	Commissioners	January 2015
8	Financial modelling	Finance	January 2015
9	Service specification finalised	Commissioning and Contracting	February 2015
10	Tender of service for Contract or Grant.	Contracting	March 2015