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Report of: *Jayne Ludlam*

Report to: *Cllr Jim Steinke, Cabinet Member for Neighbourhoods and Community Safety*

Date of Decision: *September 2018*

Subject: **Older People's Lunch Club Fund 2019 Onwards**

Is this a Key Decision? If Yes, reason Key Decision:- Yes No

- Expenditure and/or savings over £500,000

- Affects 2 or more Wards

Which Cabinet Member Portfolio does this relate to? Neighbourhoods and Community Safety

Which Scrutiny and Policy Development Committee does this relate to? Health and Adult Social Care Scrutiny and Policy Development Committee

Has an Equality Impact Assessment (EIA) been undertaken? Yes No

If YES, what EIA reference number has it been given? 196

Does the report contain confidential or exempt information? Yes No

If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-

"The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended)."

Purpose of Report:

Approval is sought for a revised approach to supporting the city's older people's lunch clubs network. The report seeks permission to retain the current grant fund and launch revised criteria and funding calculations for 2019 onwards. The purpose of the fund will remain the same, to help reduce loneliness and isolation amongst older people and improve wellbeing.

Recommendations:

1. Sheffield City Council shall retain a Lunch Club budget of £189,000 per year for the next three financial years (2019/20, 2020/21 and 2021/22).
2. The Lunch Club budget shall be split between the two elements of direct funding to older people's lunch clubs in the city and a support and development service, in line with this report. The Head of Libraries and Community Services shall determine the exact amount to be split between the two elements of the fund in line with the aims of this report.
3. That Sheffield City Council adopts the eligibility and award criteria as set out in this report and such attached appendices.
4. There shall be a competitive process to identify a Sheffield based charity to provide the development and support services.
5. Where no existing authority exists under the Leaders Scheme of Delegations, the Head of Libraries and Community Services shall have a delegated authority to:
 - (a) award such grants to Lunch Clubs and thereafter to enter into such Grant Agreements and associated impact reports and monitoring, in line with this report.
 - (b) agree a programme of development and support work for the lunch club network and associated impact reports and monitoring, in line with this report.
 - (c) carry out and take all other necessary steps not covered by existing delegations to achieve the outcomes outlined in this report.

Background Papers:

- Appendix 1 Lunch Club Annual Report 2017/18
- Appendix 2 Detailed eligibility criteria
- Appendix 3 Grant Funding Lunch Clubs 2017/18

Lead Officer to complete:-	
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.
	Finance: <i>Liz Gough</i>
	Legal: <i>Henry Watmough-Cownie</i>
	Equalities: <i>Ed Sexton</i>
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	

2	EMT member who approved submission:	<i>Jayne Ludlam</i>
3	Cabinet Member consulted:	Cllr Jim Steinke
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
Lead Officer Name: Adele Hunt		Job Title: Voluntary Sector Liaison Officer
Date: 31/07/18		

PROPOSAL

(Explain the proposal, current position and need for change, including any evidence considered, and indicate whether this is something the Council is legally required to do, or whether it is something it is choosing to do)

- 1.1 The proposal is to retain the current Lunch Club Fund and introduce some changes to the funding criteria, award period and monitoring. Proposals are based on learning and feedback.
- 1.2 The current grant funding to lunch clubs ends 31st March 2019 and lunch clubs would usually be invited to reapply. How the grant is calculated and monitored has become complicated and there is an opportunity to streamline the processes used in line with best practice for grant giving to the voluntary and community sector. It would also be timely to ensure that the Council is achieving the best outcomes and measuring the impact of the fund in line with the Council's People Keeping Well in their Community framework.
- 1.3 It is proposed that an element of funding is retained for lunch club development work. The majority of clubs are run solely by volunteers and rely on additional support when they are in crisis. The current grant funding given to Voluntary Action Sheffield to develop and support clubs has delivered dedicated 1-1 support for lunch club organisers; group training sessions; and volunteer inductions/development. If clubs are encouraged to engage more with their members; train their volunteers; manage their finances; meet legal health and safety standards; vary the activities they offer; and strategically plan for the future. Clubs need and value all of the above support.
- 1.4 The lunch club fund is part of the overall Grant Aid Structure. The purpose of the fund is to maintain and improve the wellbeing of older people by supporting the delivery of lunch clubs to reduce loneliness and isolation, and increase connections to friends and the community.
- 1.5 This is a fund the council has chosen to support, although some recent announcements may indicate that statutory requirements regarding loneliness and isolation are on the horizon. For example, the announcement of a Minister for Loneliness; investment by the government in the Office of National Statistics to devise a method of measuring loneliness; and a government fund to help tackle the problem.
- 1.6 The proposals for 2019 onwards are based on feedback from clubs and aim to build on the great network the city already has to meet the needs of the changing older population and support good quality local social action.

1.7 Basic eligibility criteria would largely remain the same with a few adjustments. These are detailed in appendix 2. Key changes to highlight are:

- Agreements will be for 3-years and not one
- The fund will be open access and not invite only (although priority will be given to areas with high levels of economic deprivation and gaps in provision for older people)
- Simplified monitoring of the grant

1.8 Additional criteria would be added in order to meet the expectations of members, organisers and volunteers which were discovered during consultation exercises and continue to raise the quality of provision.

1.9 During workshop consultations it was clear that some clubs have limited experience of a range of activities beyond a lunch; they don't all have time to commit to policies and planning; and their priority is to simply deliver a hot meal and company. These clubs still provide a valuable local resource and a two tier fund is proposed to serve the range of clubs:

In this instance, applicants could apply for a basic £500 grant which must be used towards rent and/or transport and the club must meet the basic eligibility criteria.

Additional 'stretch' criteria would be part of a second tier grant/enhanced grant. The proposal sees clubs incentivised to develop their organisational practises and deliver a range of activities for members in return for a grant award to cover 100% of rent and community transport costs. These are the largest items of expenditure for most clubs and sometimes exceed the funding awarded. It results in clubs using their funds to fill gaps and in some cases use the 'running costs' element of the current grant award to cover any shortfall. In this scenario, the income from members and other fund raising activity would still be used for food bills but can also contribute to activities and member's enjoyment of the session. More details are available at appendix 2.

2. HOW DOES THIS DECISION CONTRIBUTE?

2.1 Lunch clubs are so much more than lunch. They provide opportunities to socialise, volunteer and take part in a range of activities. Feedback from clubs in their quarterly reporting indicates that lunch clubs continue to have a hugely positive impact for older people and are a good example of community action to address local need – providing opportunities to both contribute and receive.

2.2 The Lunch Club Fund aligns with the Council's Corporate Plan 'Better Health and Wellbeing' priority. In it, the plan states that people are more likely to maintain good health if they have support from friends, family, neighbours and their wider community. This is where lunch clubs play an

important part in the ongoing health and wellbeing of older people in Sheffield.

- 2.3 Membership of a lunch club not only provides a hot meal to people that might otherwise not cook from scratch for themselves but the connection with other people and making friends can provide wider support which ultimately prevents over reliance on statutory services, and helps people maintain a fulfilled life and independence. Statistics from the Royal College of General Practitioners show that each day, GPs see 1-5 patients because they are lonely (Tackling Loneliness, A community Action Plan)
- 2.4 Varying degrees of impairment and chronic health conditions are common as we age and with people in the older stage of old age hospital admission and care provision are under pressure. Lunch clubs in Sheffield cater for a wide range of members but the over 80s form a large group, often frail, living alone and isolated. We know that people who are socially isolated are between two and five times more likely to die prematurely than those who have strong social ties so every effort to support lunch clubs to provide this function is essential 'in the last 10 years, the number of people aged over 85 in Sheffield increased by 139%' (A City for All Ages – Making Sheffield a Great Place to Grow Older)
- 2.5 Annual Report headlines for 2017/18 evidencing the provision across the city by clubs in receipt of a grant:
- 51 clubs across the city received grant funding totalling £128,674
 - Total membership across all grant funded clubs is 1,555
 - Investment per person is equal to £83
 - Number of members over 80 (63%)
 - Number of lunch club sessions held during the year 2,316
 - Number of meals provided during the year 53,505
 - Number of volunteers across the network 613
 - Number and value of volunteer time 56,270 hours (£492,365)

3. HAS THERE BEEN ANY CONSULTATION?

(Refer to the Consultation Principles and Involvement Guide. Indicate whether the Council is required to consult on the proposal, and provide details of any consultation activities undertaken and their outcomes.)

- 3.1 The Voluntary Sector Liaison Team ran four consultation workshops with lunch club organisers, volunteers and members in August and September 2017. Several discussions were facilitated to build up a picture of what a good lunch member experience would look like; what an ideal volunteer experience is like; what resources and support organisers need and what clubs themselves think should be considered as criteria for funding. In summary, a good club was described as one that:
- provided a good quality and enjoyable experience for everyone
 - cooked a nutritious meal

- was located somewhere safe and run by people with good leadership skills
- was well managed with good record keeping and finances
- values and respected everyone; volunteers, organisers and members
- encourages members, volunteers and organisers to try new things and widen their experiences
- has good connections to other community services which will help members remain independent for longer
- helps people who feel lonely and isolated

3.2 Between September 2017 and February 2018, work was undertaken to see how best these priorities could be incorporated into application criteria and funding agreements. In April 2018 a further four consultation workshops were held with lunch club organisers and volunteers to get their feedback on our suggestions and collect important feedback from clubs on how realistic the criteria would be and what support would need to be provided.

3.3 The initial feedback from consultation workshops was interpreted as criteria under six main categories:

- Basic eligibility criteria
- Engage members and volunteers in the decision making and running of the club
- Help members try something new and discover old interests
- Engage in the wider community for the benefit of club members
- Help members maintain and improve independence, health and wellbeing
- Deliver the Lunch Club in a safe and efficient manner with plans for volunteer absence and continuing delivery

3.4 Feedback from the clubs was largely positive with a realisation that most clubs already deliver their club in this way and those that didn't, had aspirations to do so. Introducing a club constitution for clubs that didn't already have one was felt to be too formal but they could approach it if they had support and templates and a middle ground was for clubs to have guidelines on delivery.

3.5 Feedback from the clubs also demonstrated the need for organisational and operational support. Clubs asked specifically for template policy documents, more supported interaction with each other as a network and a resource pack that could be pulled together on their behalf. These requests will be included in the grant opportunity to support the lunch club network.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality of Opportunity Implications

The proposed grant funding helps the council to meet its Public Sector Equality Duty (e.g. advancing equality of opportunity or fostering good relations). The proposals, if agreed, would maintain current provision of lunch clubs and provide opportunities for social interaction for the city's older population. The main beneficiaries of lunch clubs tend to be female

and over half of all members are over 80 (reference Lunch Club Annual Report 2017/18).

4.2 Financial and Commercial Implications

We are asking for a retention of the existing budget and do not foresee any increase in costs. Not all applications to the fund will be supported but priority will be given to those that provide the best means of reducing loneliness and isolation, especially in areas where there is little or no provision.

4.3 The legal power for the Council to establish, administer and make awards from the various grant funds is provided by the general power of competence contained in Section 1 of the Localism Act 2011. Subject to certain statutory restrictions, none of which apply in this case, Section 1 gives the Council “power to do anything that individuals generally may do”. Cabinet has approved the establishment of the lunch club fund and this proposal is in line with that approval.

4.4 Other Implications

Support has been given to clubs to help them meet the new standards but failure to meet the criteria will result in not being funded.

5. **ALTERNATIVE OPTIONS CONSIDERED**

(Outline any alternative options which were considered but rejected in the course of developing the proposal.)

5.1 Funding for lunch clubs ceases.

5.1.1 Some clubs may continue to provide a hot lunch for their local community but The Council would not have any remit over their delivery, would not be able to influence their provision and would not be able to measure any impact of the service. It is also likely that any lunch clubs which do continue to provide a service, do so at increased costs to members.

5.1.2 Some clubs will close, especially as support with transport costs for members is a large item of expenditure that they struggle to cover without support. Also there would be no development support for clubs that did remain open.

5.2 Funding for the support service ceases.

5.2.1 During consultation with lunch clubs there was a clear ask for support to not only meet the standards being proposed but to help them develop and grow. Currently, the support service brokers relationships with other organisations such as NHS fall prevention teams; dementia champions; continence nurses etc and has been able to roll out group support and information sharing. The development service provide a lot of negotiation support between volunteers; clubs and their venues; members and club organisers; transport providers etc. It is an essential service that can't be provided with existing staffing resources internally.

5.3 No Change

The fund could continue in its current form and still support both lunch clubs and the development service. Clubs are currently invited to reapply; to adhere to standard SCC terms and conditions; provide quarterly returns

and provide a hot, two course meal to people over 60. Continuing with the status quo would not help simplify the financial reporting process for clubs or help develop the sector and encourage new clubs.

5.4 The grant fund is calculated on a per head basis

Testing of this methodology found large changes for current clubs in both gains and losses. This type of award methodology does not account for rent costs remaining the same despite different attendance numbers.

5.5 The grant fund is calculated on a set intervention rate

It is possible to work out a grant contribution based on a set intervention rate, for example 30%, 40% or 50% of overall expenditure. This would be a straight forward calculation based on the previous year's expenditure or estimates in the grant application. However, the current ratio of grant to expenditure is very different for the 50 clubs currently funded and there were large gains and losses when testing this methodology. This process would also require a relaxing of expenditure criteria as the fund wouldn't be restricted to any one area. This would then require a more detailed financial summary at year end which clubs currently struggle with.

5.6 Full rent and transport grant – single tier process

When tested on the current portfolio, overall grant for 50 clubs would be in the region of £167,000 compared to the £128,000 spend in the last financial year. This would mean fewer clubs could be funded in order to retain the grant to the support service.

5.7 A proportion of the fund is separated for capital expenditure

Any amount set aside for capital expenditure would further reduce the amount of grant for delivery and potentially discourage clubs from looking at other means of fund raising. Clubs that currently apply to their ward pot are usually eligible for funding because the capital item is likely to benefit the wider local community, not just the lunch club. With a dedicated fund pot, there would need to be a process for measuring need to ensure the grant went to those most in need rather than on a first come basis. The council grant funds SYFAB (South Yorkshire Funding Advice Bureau) to give funding advice and funding search tools to voluntary sector organisations so clubs wanting small grants for one-off items can be signposted to SYFAB.

6. REASONS FOR RECOMMENDATIONS

(Explain why this is the preferred option and outline the intended outcomes.)

6.1 The recommendations in this paper are the preferred option because it provides the fairest and most transparent funding process:

The fund will cease to be accessed by invitation only and clubs will be made aware at the outset what is expected from them and what support they can expect in return.

These proposals also link the lunch club grant fund outcomes to the People Keeping Well in their Community framework and the NEF (New Economics Foundation) Five Ways to Wellbeing.

The outcomes of the new Lunch Club fund will include:

- a) Reduced loneliness and isolation in older people
- b) Improve member wellbeing
- c) Maintain and support independence
- d) Engaged local people in the planning and delivery of activities
- e) Delivery of a safe and efficient club

A three year agreement will give clubs time to develop year on year without fear of penalties if they take risks and try something new.

A two tier fund will help some clubs that are essential in their local community but don't have the resources to currently offer more than a hot two course meal with time for socialising.

The option presented will formalise the relationship between the fund and club, giving the Voluntary Sector Liaison Team a mechanism for support and monitoring to continually support clubs to meet and exceed the standards set out.

In the proposal, the remit of the fund remains the same with minimal changes to the basic eligibility criteria. The proposals are in the main, a way to ensure the good work being done across the network is more consistent and that monitoring and grant calculations are proportionate to the grant being awarded.