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## AGENDA

<b>Committee</b>	COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE
<b>Date and Time of Meeting</b>	WEDNESDAY, 4 NOVEMBER 2015, 5.00 PM
<b>Venue</b>	COMMITTEE ROOM 4 - COUNTY HALL
<b>Membership</b>	Councillor McGarry (Chairperson) Councillors Ali Ahmed, Carter, Chris Davis, Lomax and Sanders

*Time approx.*

### 1 **Apologies for Absence**

To receive apologies for absence.

### 2 **Declarations of Interest**

To be made at the start of the agenda item in question, in accordance with the Members' Code of Conduct.

### 3 **Minutes** (*Pages 1 - 10*)

To approve as a correct record the minutes of the previous meeting.

### 4 **Reshaping Adult Social Care** (*Pages 11 - 18*)

5.00 pm

(a) Councillor Susan Elsmore, Cabinet Member for Health, Housing and Wellbeing will be in attendance and may wish to make a statement;

(b) Sheila Hendrickson Brown (Chief Executive of the Cardiff Third Sector Council) will ask a Public Question on behalf of the city's Third Sector on Reshaping Adult Social Care, and how it informs service delivery and improvement.

(c) Andrew Cozen's to provide his Diagnostic Presentation on Adult Services

(d) Tony Young, Director Social Services, Sarah McGill, Director Communities, Housing and Customer Services, Jane Thomas, Assistant Director Communities and Housing, and Amanda Phillips Interim Assistant Director Adult Services, will be in attendance to provide a presentation and to answer Members' questions;

(e) Members' question and answer session.

**5 Day Opportunities, Including Community Meals** (Pages 19 - 52) 5.50 pm

(a) Councillor Susan Elsmore, Cabinet Member for Health, Housing and Wellbeing will be in attendance and may wish to make a statement;

(b) Tony Young, Director Social Services, Sarah McGill, Director Communities, Housing and Customer Services, Jane Thomas, Assistant Director Communities and Housing, and Amanda Phillips Interim Assistant Director Adult Services, will be in attendance to provide a presentation and to answer Members' questions;

(c) Members' question and answer session.

**6 Committee Business Report** (Pages 53 - 76) 6.45 pm

**7 Way Forward**

**8 Date of next meeting**

The next meeting of the Community & Adult Services Scrutiny Committee is scheduled to take place on Wednesday 2 December 2015 at 5.00pm in CR4, County Hall, Cardiff.

**Marie Rosenthal**

**Director Governance and Legal Services**

Date: Thursday, 29 October 2015

Contact: Andrea Redmond, 029 2087 2434, [a.redmond@cardiff.gov.uk](mailto:a.redmond@cardiff.gov.uk)

## COMMUNITY &amp; ADULT SERVICES SCRUTINY COMMITTEE

7 OCTOBER 2015

Present: County Councillor McGarry(Chairperson)  
County Councillors Ali Ahmed, Carter, Chris Davis, Lomax and Sanders

## 30 : APOLOGIES FOR ABSENCE

No apologies for absence were received.

## 31 : DECLARATIONS OF INTEREST

Declarations of interest were received from:

Councillor Sanders – Item 4 – Street Homelessness in Cardiff – Councillor Sanders is an employee of a charity working with the homeless and does voluntary work with Street Pastors. Both organisations are partner services providing support to rough sleepers.

## 32 : MINUTES

The minutes of the meetings held on 16 September 2015 were agreed as a correct record and signed by the Chairperson.

## 33 : STREET HOMELESSNESS IN CARDIFF

The Chairperson welcomed Councillor Susan Elsmore, Cabinet Member for Health, Housing and Wellbeing, Sarah McGill (Director, Communities, Housing and Customer Services), Jane Thomas (Assistant Director, Communities and Housing), Kate Hustler (OM Assessment and Support), and Ian Ephraim (Supported Accommodation & Outreach Manager).

The following people also attended to give evidence to the Committee:

Chief Inspector Daniel Howe (South Wales Police)  
Inspector Neil Jones (South Wales Police)  
Kate Burke (Salvation Army)  
Emma Paynter (Salvation Army)  
Richard Edwards (The Huggard Centre)  
Antony Kendall (The Wallich)

The OM (Assessment and Support) gave a presentation, following which the Chairperson invited questions. During questioning from Members, the Committee was advised of the following:

- There is a lot of provision for homeless people in the city. Research shows that Cardiff is one of the last local authorities to have an 'open door' policy.
- There is concern that the number of homeless people has increased due to the arrival of people from the European Economic Area (EEAs).

- The Huggard Centre has carried out research and the results show that In Cardiff about one third of homeless people have grown up in the care of local authorities. Last year Huggard dealt with 198 people who had grown up in care. Huggard works with the Leaving Care team.
- There is more demand in winter. Huggard and other providers offer more space to accommodate homeless people at that time.
- Newport Council has carried out a public consultation in relation to proposals to introduce a Public Space Protection Order, which would allow the council to ban rough sleeping in the city centre. If implemented, this could have a knock-on effect for Cardiff as homeless people from Newport could come to Cardiff to avoid the penalties that could be imposed on them for rough sleeping. Councillor Elsmore reassured the Committee that the Council has no plans to introduce such penalties. The city is seen as an exemplar of service provision for the homeless and she wants it to stay that way.
- The issues that are faced have changed over time; the demographic has got younger and needs have become more complex. Huggard has a range of approaches to dealing with these needs. In addressing the problem of homelessness it is important to look at the issues around the complex lives that rough sleepers have. For example, rough sleepers have no postal address and this can cause a number of difficulties for them. Huggard provides them with a postal address. There are also issues around street culture and activities; begging; survival shoplifting; and street-based sex work. In order to address these issues Huggard looks at the income of rough sleepers, to make sure that they are receiving all the benefits they are entitled to. Street-drinking is a problem, so Huggard offers a place where the homeless can drink but can also be monitored so that they are safe and can be encouraged to engage with services. Huggard sees between six and fifteen chronic street-drinkers per week. Heroin abuse is a big problem and Huggard provides a needle exchange service. There are several drug overdoses per month at Huggard and the centre has staff that are trained to deal with them so that those who have overdosed can survive until an ambulance arrives. Huggard does a lot of work with EEAs and has accommodated 63 in the last 12 months, and given support for EEAs to contact their consulates and sometimes return to their home countries. For the homeless all of these issues create a real barrier to finding accommodation and they have to be addressed. It is not enough just to signpost people to services.
- The Salvation Army also provides the same range of services as The Huggard and offers services 24/7.
- The team at The Wallich encourages rough-sleepers to engage with services and works with those homeless people who have become entrenched in their situation. The Wallich works to identify suitable housing options and feeds information back to the local authority to inform policy.
- The area in which the Housing Options centre is situated is seen by some who are homeless and vulnerable as threatening and so they will not go there,

fearing that they may get drawn back into problems and/or drug abuse. A solution might be to provide an assessment centre in a different area. The OM advised the Committee that housing advice is now also provided at the various hubs in the city.

- The local authority is doing a lot of work with Children's Services to look at the needs of young people. Basement 55 offers a joined up service between Housing and Children's Services.
- Substance misuse, mental health issues and domestic violence all create support needs for the homeless. The Bus Project is a service that is accessed by a lot of people for a variety of reasons. Not all are homeless. Some are struggling with their tenancies and the project offers help in the hope of making sure that they do not lose their tenancies.
- The police encounter problems caused by homeless people involved in substance misuse and by some who have recently come out of prison. The police provide officers at the 'soup run' in order to deal with any problems that arise there. Street begging, especially on event days, is a big problem and there is a problem in relation to the exploitation of women on the streets. The police offer support and understanding to the homeless. Overall, the police have seen an increase in homelessness, a rise in anti-social behaviour and the start of organised begging, all of which the police are committed to tackling.
- The local authority has checked and according to the data it has there are no ex-service personnel amongst the number of those who are homeless in Cardiff. The police also liaise with organisations that offer help to those who have left the services and are suffering from trauma-related problems.
- As well as offering advice on welfare, the local authority also gives homeless people advice on things like employment and CV writing. This is all part of the role of the support worker. Hostels provide advice on these things as well.
- Some hostels will accommodate homeless people who have dogs. Dogs can be very important to some people and some would rather refuse accommodation than give up their dog.
- The local authority can not be 100% sure that its data on the number of homeless people is accurate as some will not engage with services, but the figures from a Welsh Government survey tallied with local authority data so there is some confidence that they are accurate.
- With regard to the increase in the number of EEA nationals sleeping rough, the Council is working with the Salvation Army to develop a scheme that links with the Salvation Army's existing support network across Europe, so that rough sleepers who return home can be offered support in their home country.

The Cabinet Member informed the Committee that she has written to Leslie Griffiths, Minister for Communities and Tackling Poverty, as it seems that there may be further cuts to Supporting People funding. If these cuts go ahead they will have an impact and the Cabinet Member would like to discuss this with the Minister.

The Chairperson thanked the Cabinet Member, officers and other witnesses for attending the meeting, giving their presentations and statements and for answering Members questions.

AGREED – That the Chairperson writes on the Committee’s behalf to the Cabinet Member to convey their comments and observations.

#### 34 : ADULT SERVICES MONTH 4 BUDGET MONITORING ITEM

The Chairperson welcomed Councillor Susan Elsmore, Cabinet Member for Health, Housing and Wellbeing, Sarah McGill (Director, Communities, Housing and Customer Services), Tony Young (Director of Social Services) and Amanda Phillips (Interim Assistant Director, Adult Services).

The Cabinet Member advised Members that the Committee has received reports on the budget a number of times in recent months and that she was pleased to be able to report that there has been a slight improvement. The underspend has reduced.

The Chairperson invited questions and comments from Members.

The Committee asked what planning there will be to achieve an improvement in the deficit position at a time when there are big issues faced around the Council’s budget and the need for a transformation in the way services are delivered. The Director advised the Committee that an undertaking has been given to return to the Committee with a further report in November and that that would be the best time to answer questions on specifics with regard to reshaping.

The Committee enquired about the position with regard to nursing home beds. The Committee was advised that this is a regional issue. There is a low level of competition and the increase in the price is starting to come through. The demand is increasing. There is no set fee system but a bids system instead. The local authority wants to engage with the provider market and this has been discussed by the Senior Management Team.

The Committee asked whether the Directorate is now on a good budget footing leaving aside the savings, or whether there are fundamental problems that still have to be addressed. The Committee was advised that there are problems finding savings but the operational budget is reasonably stable. There is a quarterly budget monitoring arrangement. The aim is to remodel effectively and coherently.

The Committee enquired about the aim to improve efficiencies in strategic commissioning, noting that the report indicates that savings of approximately £1.6 million (out of a target of approximately £1.9 million) are unlikely to be achieved. The Committee suggested that with such large sums to be saved the plans for achieving these savings should have been more robust. The Committee was advised that it has been acknowledged that more detailed planning is needed. The planning will be more robust and governance and savings proposals will be evidence-based.

The Chairperson thanked the Cabinet Member and officers for attending the meeting, giving their presentations and for answering Members questions.

AGREED – That the Chairperson writes on the Committee’s behalf to the Cabinet Member to convey their comments and observations.

### 35 : COMMITTEE BUSINESS REPORT

This report was presented by Angela Holt, Principal Scrutiny Officer.

At the Committee meeting on 16 September 2015 Members discussed how they wished to deal with future reports concerning committee business, such as correspondence reports and work programme reports. Members decided to combine these within an overarching Committee Business report. This would include a correspondence update schedule, detailing the areas of the Chair’s letters that required response and detailing the response that have been received.

Angela Holt invited comments and suggestions for amendments.

AGREED –

- 1) That the content of the letters contained in the appendices should be noted.
- 2) That the scope for the ‘How To Reduce Crime And Disorder In The Night Time Economy In A Time Of Austerity’ Inquiry be approved.

### 36 : CALL IN OF ADDITIONAL LICENSING SCHEME - CATHAYS WARD

The Cabinet Decision CAB/15/34 made on 17 September 2015, published on 21 September 2015 and with a proposed implementation date of 1 October 2015, resolved that:

*‘the Cathays Community Ward be re-declared as an Additional Licensing area with effect from 1 January 2016 to run for a period of 5 years.’*

The Council’s Constitution makes provision for a Call-In Procedure which provides that any non-Cabinet Member may call-in a decision of which notice has been given, by giving notice in writing to the Operational Manager of Scrutiny Services within the Call-In Period (within seven clear working days after publication of the decision).

Angela Holt, Principal Scrutiny Officer, explained the Call-In Procedure.

Under the Call-In Procedure, the relevant Scrutiny Committee may consider the called-in decision itself, or decide to refer the issue to the Council for Scrutiny if the matter was of general significance and importance to the Council as a whole. A Council meeting to consider this issue must take place within 10 clear working days of such a referral, unless otherwise agreed between the Leader and the Chairperson of the relevant Scrutiny Committee.

Members agreed to consider the call-in at this meeting rather than refer to Council. Cabinet Decision CAB/15/34 was called-in by Councillor Joseph Carter and the report gave the reasons for the call-in as follows:

- a) Insufficient stakeholder consultation

- b) Insufficient council consultation
- c) Changing legislative landscape

The Chairperson invited Councillor Carter to make a statement explaining his reasons for calling in this decision. The Committee noted these and they were as follows:

- The consultation on the proposal was rushed and inadequate.
- The Additional Licensing Scheme (ALS) has driven up housing standards but it doesn't mean that it is realistic to have another five-year scheme.
- 97 landlords responded to the consultation and 57% of these said they were not in favour of the scheme continuing.
- Only a very small number of students responded to the consultation, which took place when many students would have returned home after the end of their summer term.
- The Rent Smart Wales landlord registration and training scheme is also being introduced. This will mean that there will be two sets of regulations for landlords to either adhere to or face the imposition of fines. This might drive landlords out of the market and cause rents to rise.
- There is no mention of the Housing Act 2014 – surely this Act affects the legislative context for additional licensing.
- The Committee should have been allowed a pre-decision scrutiny.

The Chairperson welcomed, Councillor Dan De'Ath, Cabinet Member, Skills, Safety, Engagement and Democracy, Andrew Gregory, (City Operations Director), Will Lane, (Operational Manager, Neighbourhood Services, Regulatory), Bethan Jones, (Operational Manager, Rent Smart Wales) and Steve Tudball, (Housing Enforcement Manager).

The Chairperson invited Councillor De'Ath to make a statement.

Councillor De'Ath advised the Committee that ALS has made a real contribution to the standard of accommodation in Cathays and that is why it is important that it be allowed to continue. Over 2000 houses of multiple occupation (HMOs) have been registered. The Housing Act (2004) places a responsibility on the local authority to take reasonable steps to take on board the views of those who will be affected by regulation; it is hard to say that the local authority has not done this. Consultation has been carried out by letter, email and through the Citizen's Panel. All HMO properties and landlords have been contacted and the police have been consulted. The timing of the consultation should not be seen as a problem. It took place in July but students often stay over after the end of term. It was not unreasonable not to put the proposals before the Committee for pre-decision scrutiny. The Housing Act (Wales) 2014 refers to Rent Smart. Rent Smart and ALS are complementary schemes. It would be a backward step to reject ALS.



Officers advised the Committee that Rent Smart is a scheme that will operate across Wales and its purpose is different to that of ALS, which focuses on a particular part of the city. ALS is an important part of the local authority's overall strategy in relation to planning and development of student areas. It is an intensive scheme aimed at addressing the problems presented by HMOs. Another five years of the scheme is needed in order to complete the improvements that have already been brought about because of it.

The Chairperson invited questions from the Committee.

The Committee asked what led the Cabinet to decide that pre-decision scrutiny was not required in this case. Officers advised that an email from 2014 indicated that the Committee was content with the approach being taken in Plasnewydd and so less than twelve months later it was reasonable to assume that there was no need to take the proposal to the Committee.

Councillor Carter suggested that a lot had changed between the time of that email and now, such as the introduction of the Housing Act 2014, and asked officers what they saw as the purpose of fixed penalty fines. Officers responded by saying that under the Rent Smart scheme landlords will be required to register and to take training in order to get their licence. The licence will have conditions that they will have to comply with. If a lot of complaints are received about a landlord then that landlord could have their licence revoked. Licences could also be revoked if a landlord is convicted of certain criminal offences. Rent Smart will be in operation across Wales and sharing information with local authorities. This will assist them to deal with poor standards of rented accommodation. Fixed penalties can be used for registering and for failure to comply with certain provisions of the Housing Act (2004).

The Committee asked what the local authority had done on learning that 57% of the landlords that had responded to the consultation were not in favour of ALS. Officers advised the Committee that ALS is not popular with landlords, who may see it as a measure that does not really deal with poor landlords and yet penalises good ones. But although ALS may not be popular with landlords there are benefits for the general population and for tenants. The arguments around this have been explored many times before and looked at again as part of the response to the results of the consultation. The landlords' responses were addressed point by point for the report to Cabinet.

The Committee asked for an explanation of how ALS complements the Housing Act 2014. Officers advised the Committee that one of the aims of ALS is to deal with the risks to health that poor standards of accommodation might pose. Since about 1999 the local authority has worked pro-actively in the city, rather than responding ad hoc to complaints received. It has a responsibility to deal with the large numbers of HMOs in the city. It aspires to raise the standards of the city's housing stock so that it is of an acceptable standard. It is intensive work and it takes time. Rent Smart will not have a property by property, area by area approach like ALS does and it will not focus on things like environmental health and fire safety. Also, it will not have officers knocking on doors and following up work with tenants and landlords.

The Chairperson welcomed Councillors Clark and Weaver, Douglas Haig (Chair of the Cardiff Landlords' Forum) and Claire Blakeway (President of Cardiff Students' Union) and invited them to address the Committee.

Douglas Haig informed the Committee that the Landlords' Forum is there to educate and train landlords and to promote good practice. With only a small number of new properties being built in Cardiff recently, the private rental sector is very important. The consultation on ALS only ran for 23 working days. This was not an appropriate timescale in which to contact a sufficient number of people. It did not give enough time for a disperse group of landlords and tenants to give their responses and the tone of the consultation questions dictated its outcome. Five years should have been more than enough time for ALS to meet its objectives and so it should not need to be extended for a further five years. The real focus should be on why ALS has not yet achieved those goals. The responses of landlords appear to have been ignored. Re-establishing an ALS scheme is very different to introducing one for the first time. Training is the core to ensuring that landlords provide good quality accommodation. The Forum has proposed various ways in which things like frontage issues and waste collection problems might be tackled. It will not be easy explaining to landlords the various aspects of the various licensing schemes that will be running alongside each other. With a number of schemes in place there is likely to be a degree of confusion and duplication.

Claire Blakeway advised the Committee that many students do not stay on in their student accommodation after June, and if they do they are probably not inclined to want to discuss housing and respond to consultations. Also, there is a handover from old sabbatical officers to new sabbatical officers, who start in September. The local authority needs to give more thought to the timing of its consultations. She added that she is very supportive of ALS and was concerned that there might be a delay to the scheme.

Councillor Weaver repeated some of the concerns that had been expressed about the timing of the consultation. It can be hard to get responses from students but those working with students recognise the value of ALS. The benefits of ALS are very strong. It is totally property-focussed. It is a pro-active approach by the Council and benefits tenants, some of whom may not know who they can go to if there are problems with the quality of their accommodation or the behaviour of their landlord, and who might fear that they will lose their deposits if they report these problems. It would be appalling not to allow ALS to continue. The police support ALS. Rent Smart does not have the same focus. It is right that the Committee looks at ALS from time to time as part of its work programme.

Councillor Clark stated that the over-riding goal must be that tenants in Cathays have good quality accommodation, but she has been disappointed by the progress made by ALS. June and July was not a good time to carry out the consultation. Cardiff University is doing a lot to monitor the quality of student accommodation and there should have been more engagement with the university. A lot of consideration should be given to what has not gone well with ALS and this would warrant further scrutiny. There has to be clarity on how ALS fits in with the Housing Act (Wales) 2014.

The Chairperson invited Councillor De'Ath and officers to respond to the comments that had been made to the Committee. The Committee was advised that the Housing Act (2014) legislation has a different emphasis than ALS has. There are lessons to be learned from the timing of the consultation. The local authority does work closely with Cardiff University. The Welsh Government has indicated that ten years rather

than five is a more appropriate length of time to work on the improvement of properties within an area.

The Chairperson invited Councillor Carter to sum-up.

Councillor Carter stated that by hearing the evidence the Committee has had the opportunity to consider some of the issues and that has been useful. In his view the results of the consultation should have caused alarm bells to ring. The responses of landlords do not appear to have been taken into account and the response rate from students was very low. There is still a degree of confusion and muddle regarding the legislative landscape and the issue of fines and the revocation of licenses remains unclear. Councillor Carter stated that he felt that the local authority could achieve what is needed through regulations on environmental health and through Rent Smart.

The Chairperson thanked the Cabinet Member, officers and other witnesses for attending the meeting, giving their presentations and views and for answering Members questions.

During further discussion by the Committee the following points were made:

- The criticisms of the consultation did seem to be valid. There are important lessons to be learned from this.
- There should be a lot of partnership working between the local authority and students and landlords.
- It is important that the local authority takes some responsibility for the education of landlords.
- There appeared to be no benefit in referring the decision back to the Cabinet.

AGREED –

- 1) That Cabinet Decision CAB/15/34 should not be referred back to the Cabinet.
- 2) That the Chairperson writes on the Committee's behalf to the Cabinet Member to convey Members' comments and observations.

37 : DATE OF NEXT MEETING

The next meeting of the Community & Adult Services Scrutiny Committee is scheduled to take place on 4 November 2015 at 5.00pm in Committee Room 4 County Hall.

The meeting terminated at 8.15 pm

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**CITY AND COUNTY OF CARDIFF  
DINAS A SIR CAERDYDD**

**COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE**

**4 November 2015**

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**RESHAPING ADULT SOCIAL CARE**

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**Purpose of Report**

1. In September 2015, the Committee decided to bring forward their consideration of the work underway to reshape Adult Social Care services in Cardiff, in recognition of the pace of change and a wish for Members to be kept informed of progress. This report provides an overview of the scope of the scrutiny, background information, and details of the structure of the meeting.

**Scope of Scrutiny**

2. The scope of the scrutiny at this meeting is:
  - i) To consider the findings of an independent review of Adult Social Care services in Cardiff.
  - ii) To scrutinise the proposals for reshaping Adult Social Care services in Cardiff, arising from the Director of Social Services and from the Reshaping Services for Vulnerable Adults Organisational Development programme.
  - iii) To provide observations, comments and recommendations to the Cabinet Member and officers following deliberation of the above.

**Meeting Structure**

3. The meeting is structured as follows:
  - i) A statement from Councillor Elsmore, Cabinet Member Health, Housing and Well-Being;
  - ii) Cardiff Third Sector Council will ask two questions relating to Reshaping Adult Social Care, that has been agreed by the Chair, as part of the pilot of public questions at scrutiny;
  - iii) Cabinet Member to respond to third sector questions;
  - iv) A presentation from Andrew Cozens, an independent expert, detailing the findings of his review of Adult Social Care services in Cardiff;
  - v) An update from Tony Young, Director of Social Services, on his views regarding reshaping Adult Social Care;

vi) A presentation from Sarah McGill, Director of Communities, Housing and Customer Services, on work underway as part of the Organisational Development programme, with regard to Adult Services.

4. Members will have an opportunity to ask questions at all stages of the above.

### **Corporate Plan 2015/17**

5. The Council's Corporate Plan 2015-17 contains the following priorities and improvement objectives that are relevant to the reshaping of Adult Social Care:

- Supporting People in Vulnerable Situations
  - o People in Cardiff are Supported to Live Independently
- Working with people and partners to design and deliver services
  - o Deliver a new Customer Relationship Management (CRM) model that improves customer services and drives down costs, implementing the first phase by December 2015.

### **Director of Social Services Annual Report 2014/15**

6. The Director of Social Services Annual Report 2014/15 was received at Council on 24<sup>th</sup> September 2015. This included Areas for Development for 2015/16, of which the following are particularly relevant to this scrutiny:

- Increasing the number of people who are able to remain at home, living independently and safely, with the minimal intervention, to promote their dignity.
- Client Record System (CareFirst) improvements.
- Work with UHB partners on developing a 'Discharge to Assess' model, through enhancement of the Community Resource Team, with an emphasis on the individual's usual place of residence being the optimum environment in which to complete their integrated assessment, thus improving outcomes and reducing Delayed Transfers of Care.
- Carry out a review of Day Services that delivers a sustainable service that meets the needs of users.
- Increase the uptake of Direct Payments as an alternative to direct provision of care for Cardiff residents.

## Organisational Development Programme

7. In May 2014 Cabinet agreed an Organisational Development (OD) Programme, which was realigned in July 2015. This set out a new Target Operating Model (TOM) for the Council, which splits services into either Universal or Gateway services, and is underpinned by a Customer Relationship Management (CRM) system. A diagramme illustrating this is provided at **Appendix A**.
  
8. The OD Programme now consists of two main portfolios: Reshaping Services; and Enabling & Commissioning. The Reshaping Services portfolio has a programme entitled 'Services for Vulnerable Adults', which *'will focus on demand management and service redesign in relation to assessment & care management, hospital discharge, service gateway, self-service, accommodation and deployment of mobile and scheduling technology across health & social care services. The programme will also analyse further opportunities, such as brokerage and back office improvements, delivering changes accordingly.'*<sup>1</sup>
  
9. The Services for Vulnerable Adults Programme has the following key strategic milestones:  
2015/16 - Quarter 2
  - First Point of Contact live for Council services
  - Mobile working and scheduling in reablement: User acceptance testing and DRS training complete, transition planning complete
  - Proof of Concept for agile working complete2015/16 - Quarter 3
  - First Point of Contact integration with Health services
  - Mobile Working & Scheduling in Reablement: Go Live roll out and embedding
  - Results of housing Market Assessment for older people available
  - Day Opportunities Strategy2015/16 - Quarter 4
  - CareFirst improvements delivered (including data cleansing and CareFinance)
  - Mobile Working & Scheduling in Reablement: Go Live roll out and embedding
  - Agile working project phase implementation to enable vacation of social care staff from Global Link

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<sup>1</sup> Point 17, 'An update on Organisational Development Programme', report to Cabinet 16 July 2015

### 2016/17 - Quarter 1

- First Point of Contact integration with Vale of Glamorgan

### 2016/17 - Quarter 2

- Agile working project fully deployed.

10. Further details on the above will be provided at the meeting by Sarah McGill, Director of Communities, Housing and Customer Services, as part of her presentation.

### **Way Forward**

11. At this meeting, Members of the Community and Adult Services Scrutiny Committee will have an opportunity to consider the work underway to reshape Adult Social Care services in Cardiff.

12. Councillor Susan Elsmore (Cabinet Member, Housing, Health and Well Being) will be invited to give a statement. The Cardiff Third Sector Council will ask their two questions relating to Reshaping Adult Social Care that have been agreed by the Chair, as part of the pilot of public questions at scrutiny; Members will be pleased to hear the questions and will invite the Cabinet Member to respond.

13. Andrew Cozens, an independent expert, will give a presentation detailing the findings of his review of Adult Social Care services in Cardiff; this will be followed by an update from Tony Young, Director of Social Services, on his views regarding reshaping Adult Social Care.

14. Sarah McGill (Director of Communities, Housing and Customer Services), Jane Thomas (Assistant Director, Communities and Housing), and Amanda Phillips (Interim Assistant Director, Adult Services) will give a presentation to Members on work underway as part of the Organisational Development programme, with regard to Adult Services.

### **Legal Implications**

15. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not making policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications.



However, legal implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

### **Financial Implications**

16. There are no direct financial implications arising from this report. However, financial implications may arise if and when the matters under review are implemented with or without any modifications

### **RECOMMENDATIONS**

The Committee is recommended to:

- i) Consider the information presented in this report, its appendices and the information presented at the meeting, and
- ii) Determine any comments, observations or recommendations to the Cabinet.

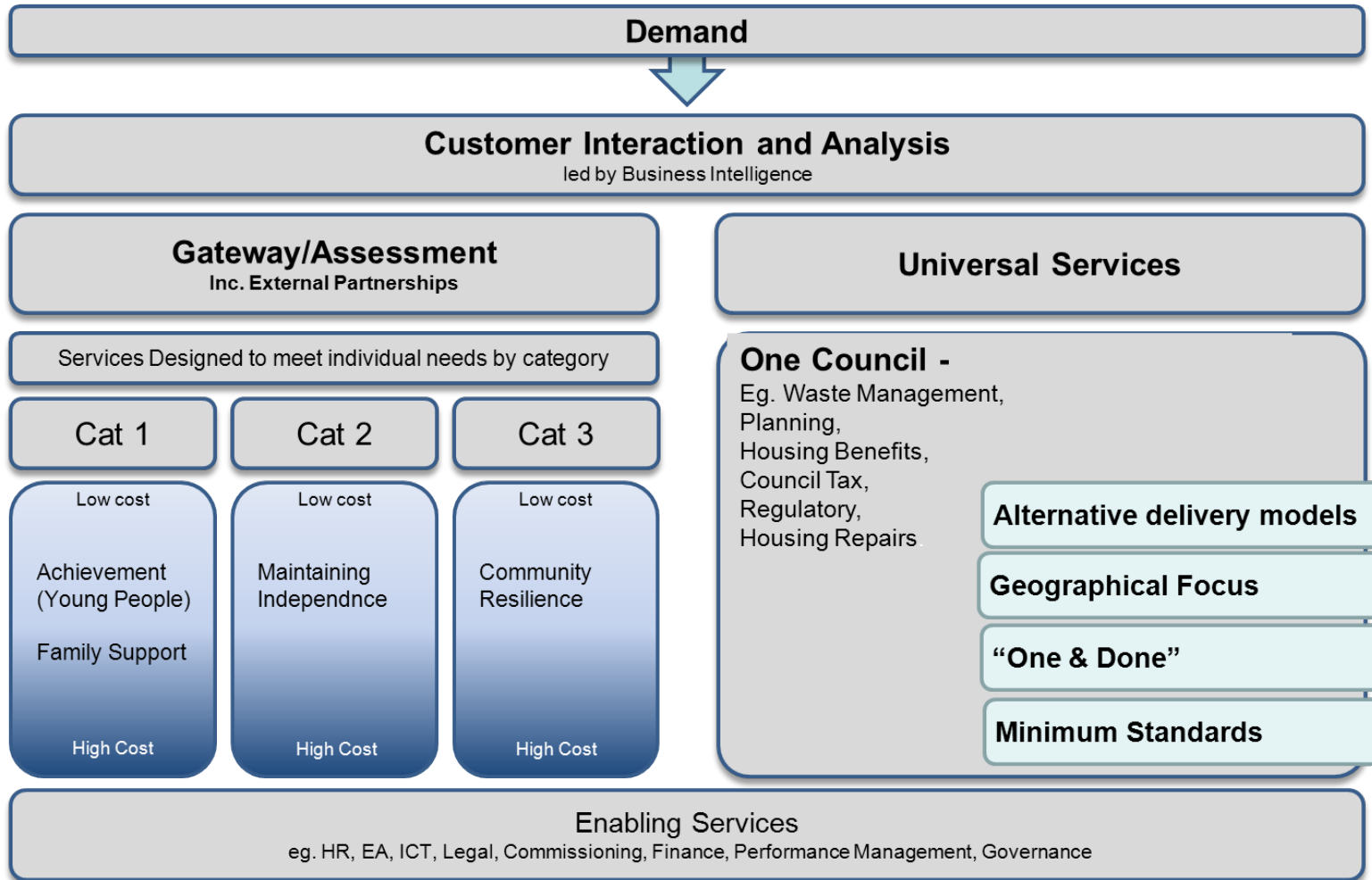
**MARIE ROSENTHAL**

**Director of Governance and Legal Services**

**29 October 2015**

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# Target Operating Model



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**CITY & COUNTY OF CARDIFF  
DINAS A SIR CAERDYDD**

**COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE**

**4 November 2015**

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**CITY OF CARDIFF COUNCIL DAY OPPORTUNITIES STRATEGY: Pre- Decision  
Scrutiny**

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**Purpose of Report**

1. To undertake pre-decision scrutiny of the draft report to Cabinet titled 'City of Cardiff Council Day Opportunities Strategy', which covers both the proposed Strategy and the proposed approach to consultation, and to pass comments, observations and recommendations to Cabinet for their meeting on 12 November 2015, when this report will be considered.

**Background**

2. As part of the Council's 2015/16 Budgetary Proposals, Health & Social Care proposed savings from re-commissioning day services for older people and re-organising community meals. These were shown at Lines HSC2 and HSC6 in Appendix 5 of papers presented to this Committee on 4 February 2015, available at:  
<http://cardiff.moderngov.co.uk/mgCommitteeDetails.aspx?ID=141>
3. At Full Council on 26 February 2015, Members did not agree the budget proposal HSC2 re-commissioning day services for older people and instead agreed to continue to fund existing arrangements until alternative arrangements have been put in place.

**Overview of draft Cabinet Report**

4. The draft Cabinet Report, attached at **Appendix 1**, states that it is to '*agree in principle to the approach to Day Opportunities in Cardiff*' and to '*agree for*

*consultation to take place on the proposed Day Opportunities Strategy*'. (Point 1 & 2, Appendix 1).

5. The draft Cabinet Report provides an overview of the draft Day Opportunities Strategy, which is attached in full at **Appendix A of Appendix 1**, as well as an overview of the proposed approach to consultation. The points below provide further details on these.
6. The draft Cabinet Report states that the Corporate Plan 2015-17 has framed the basis for the new proposed Day Opportunities Strategy, which also sets out the main drivers for change, namely demographic pressures, requirements of the Social Services and Well Being (Wales) Act 2014, budget resources, and the results of previous consultations.
7. The draft Cabinet Report states that the aim is *'to prevent social isolation and enable older people to achieve their chosen outcomes based on individual level of need'* (point 9, Appendix 1) and that the strategy *'sets the foundations for a more locality based approach'* (point 11, Appendix 1).
8. The draft Day Opportunities Strategy details the proposed approach for the following areas:
  - Provision of information, advice and assistance to older people
  - Day Centre provision for older people
  - Meals on Wheels
  - Luncheon Clubs
  - Day Opportunities Team
  - Community Transport
  - Volunteering.
9. The draft Cabinet Report states that the proposals in relation to day centres and luncheon clubs have already undergone consultation prior to the publication of this report, due to the specific nature of these proposals. Details of the proposed approach to wider consultation are set out at point 30, Appendix 1.

10. The draft Cabinet Report contains the following Recommendation:

*'to agree that consultation be carried out upon the draft Day Opportunities Strategy (a copy of which is attached at Appendix A), with the matter to be brought back to Cabinet in order to report upon the outcome of the consultation.'*

11. The Financial Implications section states that *'it is currently anticipated that overall any proposed changes to service delivery can be met from within existing revenue budgets. Any future capital costs would need to be reflected in the Council's Capital Programme and approved as part of the Budget'* (point 35, Appendix 1).

12. The Legal Implications section details the requirements to ensure that the consultation exercise is carried out properly, (point 37, Appendix 1), and that *'consideration should be given as to whether an equalities impact assessment is required'* (point 40, Appendix 1).

13. The HR Implications section states that Trades Unions and affected employees have been consulted on the proposals and that further consultation will take place once a decision is made by Cabinet.

## **Way Forward**

14. Councillor Susan Elsmore, (Cabinet Member, Health, Housing and Wellbeing) will be invited to make a statement. Tony Young, (Director of Social Services), Sarah McGill (Director of Communities, Housing and Customer Services), Jane Thomas (Assistant Director of Communities and Housing) and Amanda Phillips (Interim Assistant Director of Adult Social Care) will also be in attendance to answer Members' questions.

## **Legal Implications**

15. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

## **Financial Implications**

16. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any financial implications arising from those recommendations.



## **RECOMMENDATIONS**

The Committee is recommended to:

- a. consider the information in the report, appendices and provided at the meeting;
- b. decide whether they would like to make any comments to the Cabinet on this matter; and
- c. decide the way forward for any future scrutiny of the issues discussed.

MARIE ROSENTHAL

County Clerk and Monitoring Officer

29 October 2015

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**City of Cardiff Council Day Opportunities Strategy**

**REPORT OF DIRECTOR**

**AGENDA ITEM:**

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**PORTFOLIO:** Health, Housing & Wellbeing (Councillor Susan Elsmore)

**Reason for this Report**

1. To agree in principle to the approach to Day Opportunities in Cardiff.
2. To agree for consultation to take place on the proposed Day Opportunities Strategy

**Background**

3. The City of Cardiff Council's Corporate Plan 2015-17 has set out 'Supporting People in Vulnerable Situations' as a key priority, along with the aim that 'People in Cardiff are supported to live independently'. These priorities have framed the basis for the new proposed Day Opportunities Strategy.
4. Currently the strategy for the provision and delivery of services for older people is set out in the City of Cardiff Council Older People's Strategy 2014-2017. That Strategy outlines what the City of Cardiff has to achieve to meet the needs and outcomes of older people with social care needs living in Cardiff.
5. The Social Services Well-being (Wales) Act 2014 creates a new legal system for social services which will be implemented from April 2016. The new act aims to address a number of challenges faced by public services in Wales, including demographic changes, increased expectations from those who access care and support, as well as continuing hard economic realities. The act will promote equality, improve the quality of services and enhance access to the provision of information that people receive. It will also encourage a renewed focus on prevention and early intervention.
6. The population in Cardiff is expected to grow (and age) substantially over the next 15 years. The latest projections predict that total population over 85 will increase by 12% in the next 5 years, and 48% in the next 15 years. Numbers of people in Cardiff with dementia is projected to rise by 10% in the next 5 years and 43% in the next 15. It is important that any new strategy not only meets the current demand, but is flexible to be fit for purpose over the medium and longer term.

7. The expectations of this growing population are also changing. New and future service users rightly expect more choice, and better quality and control over the support they receive. It is this that informed the budget consultation in 2014, where the council asked a series of questions on day services for older people. It is on the basis of the subsequent feedback that the new model has been built.
8. It is important that we meet individuals' and carers' needs through working with partners and the community to efficiently achieve the best outcomes for older people.

### **Day Opportunities Strategy**

9. The aim of the City of Cardiff Council's Day Opportunities Strategy is to prevent social isolation and enable older people to achieve their chosen outcomes based on individual level of need by:
  - Providing information, advice and assistance to encourage independent access to social activities and engagement opportunities
  - Providing assistance to those who need it to access community services and activity through targeted intervention and support
  - Supporting the most vulnerable through high quality specialist day services
10. The proposed new Day Opportunities Strategy can be found at appendix A to this report.
11. The strategy sets the foundations for a more locality based approach to service delivery for social care services in the future. The overall objective is to integrate both Council and partner services more effectively to improve outcomes and reduce service duplication, which is essential at a time of increasing demand and reducing financial resources.
12. The suggested changes to current council service delivery can be achieved within existing day opportunity revenue budgets.

### **Day Centres**

13. Based on extensive research into current and projected future demands, and on the approaches taken by other local authorities (in addition to taking into account previous consultation), the proposal is for continued investment in a building-based approach for those with high needs only.
14. The investment will be in three day centres, to include a specialist dementia centre and two centres to support individuals with high care and support needs.

15. Phase 1 proposes the use of existing buildings: the location of the Dementia Centre at Grand Avenue, Ely; and two High/Complex Needs Centres at Minehead Road, Llanrumney and Pwllmelin Road, Fairwater. Phase 2 will incorporate the development of the existing or a new purpose-built building facility to meet current and future demand.
16. The Dementia Centre will cater for all specialist dementia support, including current commissioned day centre provision, from one site and will look to work jointly with Health and other partners with a view to a future co-located Health and local authority Dementia Centre.
17. The proposal for High/Complex Needs Centres is subject to further consultation and research in order to better understand reablement and prevention outcomes for older people in terms of delivery from a building-based approach.

### **Meals on Wheels**

18. This is a discretionary service and the previous proposal looked to cease the council's delivery of Meals on Wheels; however, after further investigations and analysis, and importantly after listening to the customers who already benefit from this service, it is proposed to retain and expand the service.
19. Clients who currently use the Meals on Wheels service have an identified eligible need. For some if the current service was removed their needs would still require to be met in other ways. Analysis of the impact of service removal has identified that alternative options would incur additional costs to the council and would be higher than the subsidy required to continue the existing service.
20. Therefore, it is proposed to expand the service through increasing uptake via rebranding, greater awareness and marketing on a cost recovery basis. This includes a review of pricing to determine the level that delivers a financially sustainable model encompassing any required capital investment.
21. Currently the service cost is £2.90 per meal and 60p per dessert. The proposal is to consult on a price of £3.90 per meal and 60p per dessert, and to explore the options of providing a cold evening meal or sandwich for those who wish to receive this.

### **Luncheon Clubs**

22. Luncheon clubs play an important role in addressing social isolation and ensuring that individuals receive a hot nutritious meal. There are currently 30 luncheon clubs known to the council that operate in Cardiff; of these, 3 operate from council owned buildings and 2 receive additional council funding.
23. It is proposed that the council helps all community groups to become self sustaining and that current funding is removed over future years to be reinvested into the recreation of a Day Opportunities Team.

## **Day Opportunities Team**

24. It is proposed that a Day Opportunities Team (DOT) is created that will support individuals in accessing community facilities. The team will provide targeted support to provide either short-term assistance to help older people take the first steps towards increased independence, or arrange for low-level longer-term intervention, where this is required.
25. The service will take a neighbourhood approach to supporting social engagement – providing carers to assist individuals with low level care and support needs to access day opportunities within the community (including Luncheon Clubs).

## **Community Transport**

26. The success of the strategy relies on the ability of individuals to access council and universal services. Therefore, it is proposed that current funding levels are maintained and, where possible, the benefits of this funding are accessible to those who need it.

## **Volunteering**

27. A successful model in developing sustainable services for the future is the use of volunteering to enhance community networks and build on the knowledge and talents of local people. Not only does volunteering provide additional support and assistance to older people, those that volunteer often gain much from the experience as the people and communities they help by learning new skills, giving something back and meeting and making new friends.
28. There are already a number of successful initiatives whereby volunteering is leading to improved outcomes for older people. One of which is the Health & Active Partnership (HAPS) pilot project which has been funded to explore volunteer-based service delivery addressing the social isolation of older people. To date, 186 volunteers have successfully been recruited to the project and the proposal is to build on this successful pilot and recommission the service.
29. Additionally, our intention as a Council will be to work with the wide range of partners to develop a 'Team Cardiff' approach which links these opportunities to make it easy for people to find out where they can access them. One factor which has enabled the community to get more involved in developing support for older people has been the use of Time Credits.

## **Consultation**

30. It is essential that the council's approach to the Day Opportunities Strategy is designed to achieve the best outcomes for individuals. It is subsequently proposed that an extensive consultation exercise is undertaken with users and stakeholders including:

- Existing service users
- Older peoples groups, e.g. 50+ forums

- Employees
- Third Sector and community groups
- Trade unions
- Ward Members

31. The strategy is being presented to the Communities and Adult Services Scrutiny Committee on the 4<sup>th</sup> November for pre-decision scrutiny and their comments are captured in the scrutiny letter that will be made available to cabinet.

32. The Day Opportunities Strategy is a city-wide approach; however, it is acknowledged that aspects of the strategy have some specific issues with regard to location. Therefore, the proposals in relation to day centres and luncheon clubs have undergone consultation prior to the publication of this report.

33. The trade unions and staff have been briefed on this report.

### **Reason for Recommendations**

34. These recommendations enable consultation to take place with service users and stakeholders prior to implementation of the new Day Opportunities Strategy.

### **Financial Implications**

35. There are a number of potential financial implications arising from this report, the details of which will need to be assessed following the consultation and reflected in the Council's Budget for 2016/17. It is currently anticipated that overall, any proposed changes to service delivery can be met from within existing revenue budgets. Any future capital costs would need to be reflected in the Council's Capital Programme and approved as part of the Budget.

### **Legal Implications**

36. The proposed recommendation, put simply, is to seek Cabinet's approval to undertake consultation with regard to the draft Day Opportunities Strategy.

37. It should be noted that the carrying out of consultation with the public and any interested party, gives rise to a legitimate expectation that the consultation exercise will be carried out properly. In particular that (i) the consultation is undertaken at a time when the proposals are still at a formative stage, (ii) that sufficient reasons for the proposals are set out so as to allow those being those consulted to give intelligent consideration and an intelligent response, (iii) sufficient time is given for the consultation to allow for consideration and response and (iv) the outcome of any such consultation is taken into account in determining the way forward. Legal Services understands that is how the Directorate intends to proceed. Further, that the Directorate intends to report back to the Cabinet upon the findings of the proposed consultation.

38. Legal Services notes from the body of the report that the draft Strategy has been drafted to take account of the new Social Services Well-being (Wales) Act 2014 (“the 2014 Act”). The 2014 Act became law on 1 May 2014 with the majority of its provisions due to come into force in April 2016. One of the key objectives of the 2014 Act is to improve the well-being outcomes for those who need care and support, and for carers who need support. To that end, and when the relevant provisions come into force, the Council will have a duty to promote the wellbeing of people in need and of carers pursuant to Section 5 of the said Act. Section 15 of the 2014 would also appear to be appurtenant to the proposal set out in this report. Put simply, the provisions of Section 15 will place a general duty upon the Council to provide services that, amongst other things, will prevent, delay or reduce needs for care and support and enable people to live their lives as independently as possible.
39. In considering this matter the decision maker must have regard to the Council’s duties under the Equality Act 2010. Pursuant to these legal duties Councils must, in making decisions, have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. Protected characteristics are: (a). Age, (b) Gender reassignment, (c) Sex, (d) Race – including ethnic or national origin, colour or nationality, (e) Disability, (f) Pregnancy and maternity, (g) Marriage and civil partnership, (h) Sexual orientation (i) Religion or belief – including lack of belief.
40. Consideration should be given as to whether an equalities impact assessment (EQIA) is required, (including an updated assessment if there has been a time lapse since the assessment was carried out), to ensure that the Council has understood the potential impacts of the proposed decision in terms of its public sector equality duty.

## **HR Implications**

41. The Trade Unions and affected employees have been consulted on the proposals for consultation within this report. Further consultation with all parties will take place once a decision is made by Cabinet. At the present time, and based on the proposals for consultation it is not envisaged that there will be any changes in numbers of resource required however there may be a need to a different skill set and therefore training may be required.

## **RECOMMENDATIONS**

Cabinet is recommended to agree that consultation be carried out upon the draft Day Opportunities Strategy (a copy of which is attached to Appendix A), with the matter to be brought back to Cabinet in order to report upon the outcome of the consultation.

### **NAME OF DIRECTOR**

**Director, Communities, Housing and Customer Services.**

*The following appendices are attached:*



**Appendix A: Draft City of Cardiff Council Day Opportunities Strategy**

*The following background papers have been taken into account*

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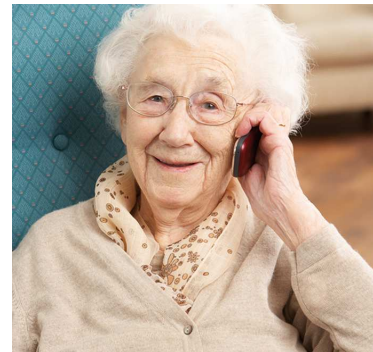
# City of Cardiff Council

## Draft Strategy for Older People's Day Opportunities – Proposals for consultation



**Independent**  
Living Services  
**One point**  
**of Contact**

“ People in Cardiff are Supported to Live Independently ”



“ Supporting People in Vulnerable Situations ”



“ Working together for a brighter future ”

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## Introduction

This paper outlines the strategic direction that the City of Cardiff Council will take in developing Day Opportunities for older people and their carers. It forms the basis for a series of consultation events that will take place with a range of stakeholders, including existing and future service users.

The City of Cardiff Council strives to deliver its vision of becoming Europe's most liveable capital city, this can only be achieved if all residents have the opportunity to benefit from what the city has to offer. This strategy builds on the council's key priority of "Supporting People in Vulnerable Situations" by ensuring "People in Cardiff are Supported to Live Independently".

**Day Opportunities** for the purpose of this strategy are defined as all the opportunities for older people to do things, whether in the day, evening or weekend. A range of activities on different days of the week, in different venues, that maximise independence and are suited to individuals' needs and interests

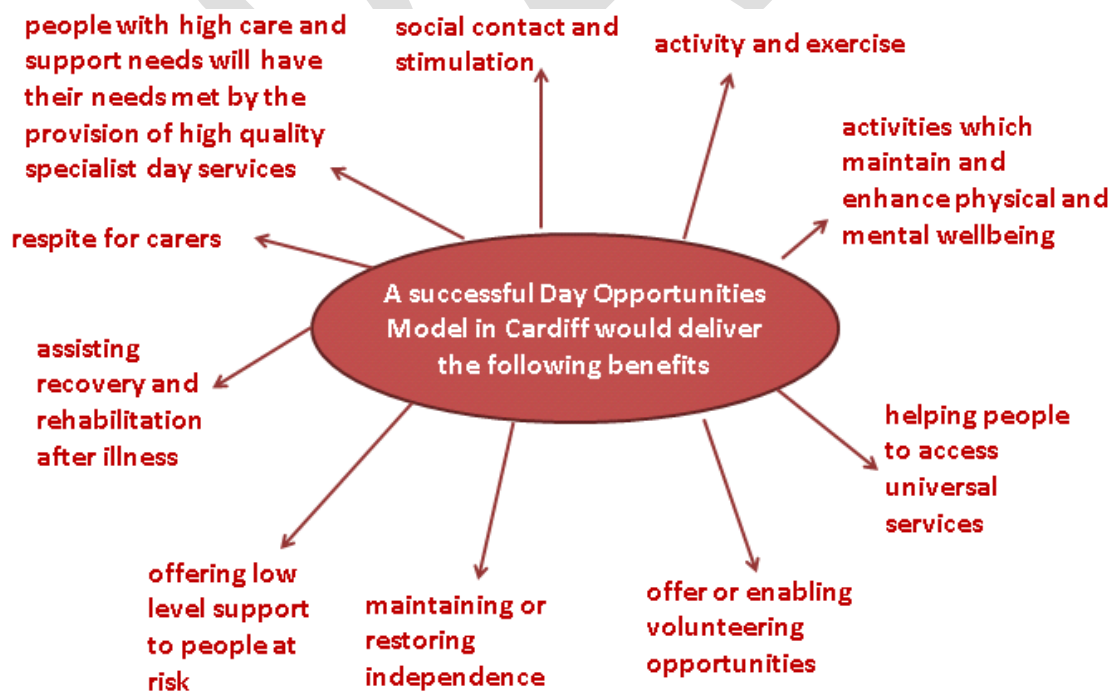
## Legal Framework

All local authorities have a statutory obligation to meet the assessed eligible needs of older and disabled people.

The Social Services Well-being (Wales) Act 2014 creates a new legal system for social services. The current models of social care provision across Wales are acknowledged to no longer be sustainable, with services under pressure due to increased demand and reduced budgets. The Act provides the legal framework for achieving the vision, in partnership with national and local government, NHS, third sector organisations and independent providers. The Act places a duty on local authorities to promote the well-being of people who need care and support, and their carers. According to the Act, local authorities are to ensure that there are services that contribute "towards preventing or delaying the development of people's needs for care and support".

The Day Opportunities Strategy reflects the direction of travel within local and national strategies and research policies (including The Strategy for Older People in Wales 2013 – 2023 (Welsh Government), incorporating for example:

- A focus on the outcomes that service users and carers wish to achieve
- A reablement approach placed at the heart of all service delivery
- A greater focus on prevention, promoting well-being and delivering services in settings which are more convenient to the people that use them
- A change of service delivery to ensure readiness for the projected increase in the number of older people in Cardiff, including an increase in the number of people with dementia
- The “mainstreaming” of older people’s concerns across all service and policy areas so that older people receive more positive engagement, have more opportunities to contribute to Cardiff and to their local communities, and to enable older people to live as actively and independently as possible in a suitable and safe environment of their choice.





## Drivers for Change

### Population

The population of Cardiff has risen sharply in recent years, and is forecast to continue for the foreseeable future. This is largely due to Cardiff's appeal as a great place to live and work driving migration to the city, and is clearly a sign of economic and social success. Increases in working-age population will inevitably be followed by increases in the numbers of elderly retired people, as incomers to the city age and retire, and as elderly people move into the city to be near to their families and to access the city's amenities and services.

A review of the population of Cardiff aged 65 or over shows that this population is now starting to increase after two decades of no significant change. Most demand for social care services, however, comes from those individuals aged 85 or over and it is this group that is predicted to have the highest increase over the next 5 to 15 years.

	Present 2015	2020	% increase 2015 - 2020	2030	% increase 2015 - 2030
Total population aged 65+	49,675	54,492	10%	68,924	39%
Total population aged 85+	7,428	8,326	12%	11,107	48%
Population aged 65+ with dementia	3,598	3,943	10%	5,154	43%
Population aged 65+ unable to manage 1+ mobility activity	9,374	10,283	10%	13,188	41%
Population aged 65+ who are obese	10,704	11,783	10%	14,728	38%

### **Changing Expectations**

New and future service users have experienced a better living standard than ever before, and they expect that to continue into old age. They rightly, expect more choice, better quality, and control over the support they receive. Therefore, this strategy needs to see service users and their carers as consumers rather than passive recipients of services. The success of this strategy will be determined by the delivery of outcomes that matter most.

### **The impact of Loneliness**

More and more research reaffirms what people already know; that happy and sociable lives are key to healthy, long life. It is later in life that people are particularly at risk of loneliness, especially following the loss of a partner or close friends. According to Age UK's figures, 7 per cent of people over 65 across the UK say they always or often feel lonely. This figure rises to 33 per cent for those who sometimes feel lonely are included. It is widely recognised that loneliness and social isolation are harmful to health. Research shows that lacking social connections can be as detrimental as smoking 15 cigarettes a day (Holt-Lunstad, 2010). Further to impacting on mortality, social networks and friendships also help individuals to recover and regain their independence when they fall ill (Marmot, 2010).

### **Budget Resources**

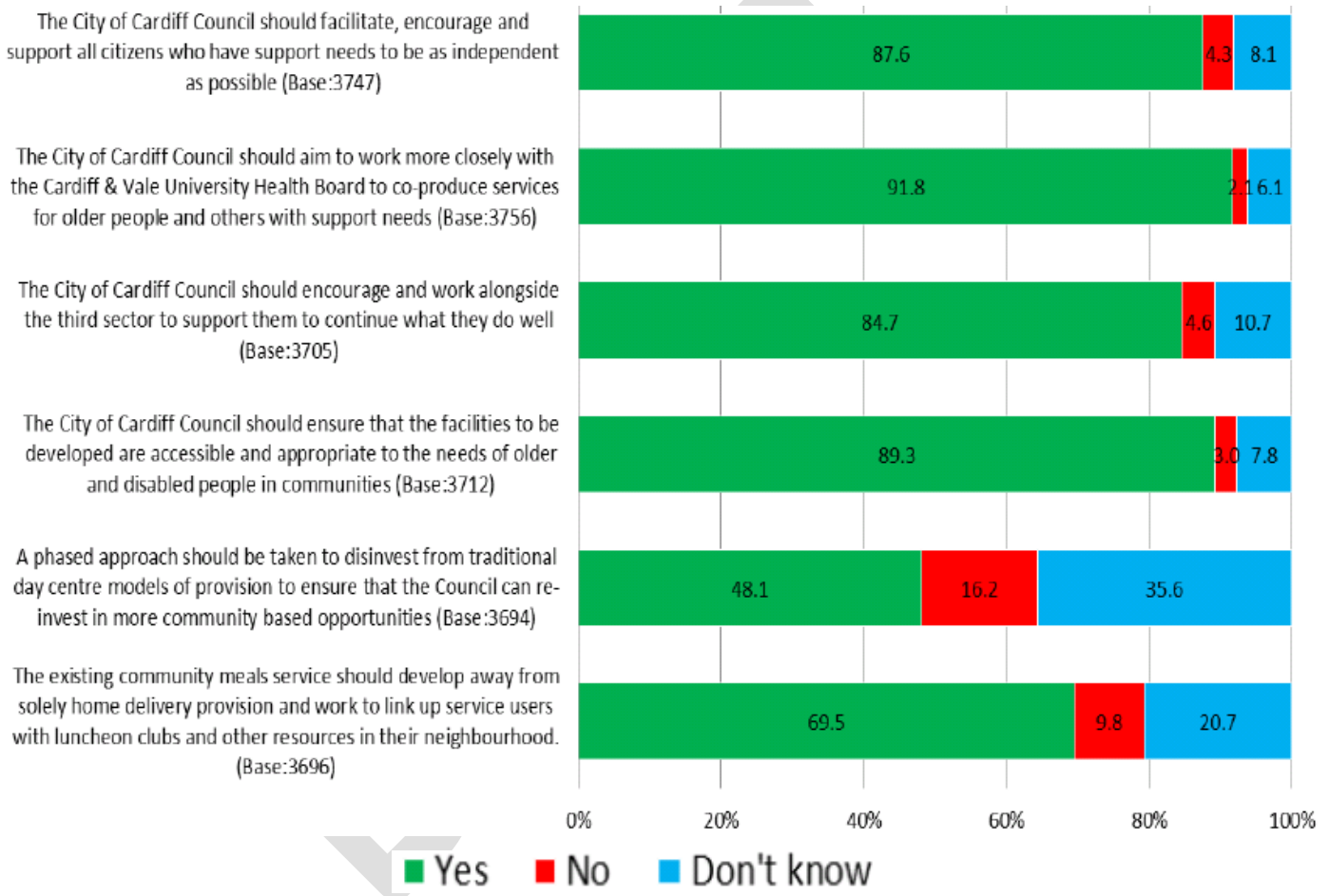
Like all other authorities, the City of Cardiff Council is facing unprecedented financial pressures at the same time as demands on services are increasing. This has meant that the authority must ensure that all council spending is focused on the areas that are most important and make the biggest difference. It also means we need to make sure that each pound goes as far as possible through working successfully with partners and community groups.





**Previous Consultation**

As part of the budget setting process for 2015/16, the council carried out a series of consultation events. These took place within the Changes for Cardiff Budget Proposals, which ran from 21st November 2014 until 12th January 2015. It was the City of Cardiff Council's most far reaching city-wide public consultation which included service-specific consultation with service users/groups to discuss the organisations' budget proposals. The results relevant to Day Opportunities are displayed below.



Disinvestment in traditional day centre models received the least support, with 16.2 % of respondents disagreeing with this strategy. 9.8% opposed the development of community meals away from solely home delivery.



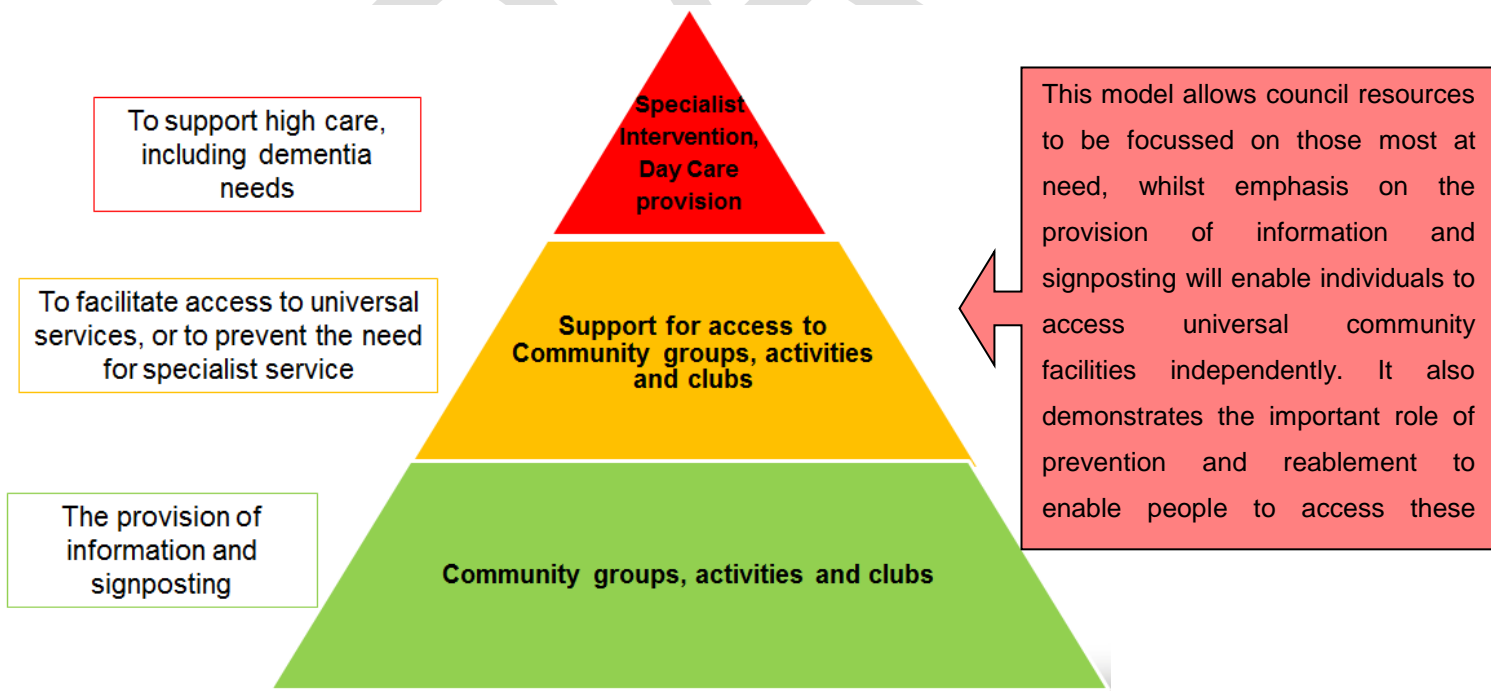
## Vision for Day Opportunities in Cardiff

After considering the strategic context and building on the authority's key commitment to "Supporting People in Vulnerable Situations", and the goal that "People in Cardiff are Supported to Live Independently" as per the Council Corporate Plan 2015-2017, it is proposed that the Day Opportunities Strategy will aim to prevent social isolation by enabling older people to achieve their chosen outcome by:

- Providing information, advice and assistance to encourage independent access to social activities and engagement opportunities
- Providing assistance to those who need it to access community services and activity through targeted intervention and support
- Supporting the most vulnerable through high quality specialist day services

### 3 Tiered Day Opportunities Model

The delivery of this vision is based on the following proposed model in Cardiff. The purpose of this three tiered model is to differentiate between types of day services based on the needs of the service user.



Community groups, activities  
and clubs

**Tier 3: Access to Universal Services**

Tier 3 covers all of the older population with no or low level care and / or support needs. It incorporates the universal services that are available in Cardiff, such as the community groups, activities and clubs that either are designed for or are accessible to older people. This can include mainstream services such as libraries, hubs and leisure centres, or groups and activities such as luncheon clubs, arts and crafts, knitting groups, local history groups, or sports clubs.

To encourage take up of these activities, it is recommended that people who would benefit from joining or attending these events are provided with information and, where possible, signposted to existing community facilities. Through the **One Point of Contact** people who feel lonely or isolated, or have low level needs, can ring and be provided with information and signposted to services in their community. If there is an indication that there are low level needs which may require targeted intervention or support, individuals will be referred through to the appropriate service that will assess their needs and aim to find solutions to support them.

In order to capture valuable community knowledge, it is important that a directory of all services is created. This will ensure the One Point of Contact has the required information to provide to individuals. It is also proposed that this is made accessible online.

**CASE STUDIES**

Mr X who lives alone, socially isolated and living away from family. He has long term poor physical health and suffering depression. He also has great difficulty doing his shopping, collecting prescriptions and meeting people. Following a call to the One Point of Contact Mr X was:

- Informed of his housing options
- Referred to the befriending society
- Identified as a former service man with the Welsh Guard and arranged for them to visit
- Evaluated for his personal care needs
- Identified as being entitled to Attendance Allowance



## **Tier 2: Targeted Interventions and Support**

### **Targeted Intervention and Support**

At the tier 2 level are those people who require low level support to access day opportunities. The aim at this level is to remove the barriers which may prevent individuals from accessing community groups, activities and clubs, and to prevent people from requiring specialist support.

To deliver this aim, the council is proposing to create a Day Opportunities Team (DOT) that will help people live within their community. To do this, individuals will be helped to access activities that either support their needs or hobbies and interests ideally through short term intervention

There will be individuals who require a small amount of low level support to enable them to access universal services within their community. The team will provide a targeted period of assessment and goal setting intervention, lasting for approximately 6 weeks and focusing on activities such as confidence building and using public transport, which for many people will enable them to be independent thereafter in accessing community-based universal activities. The DOT team will assess and identify the type and amount of support necessary for individuals to access these services as independently as possible within their range of functional ability. If they need ongoing support this could be met by the use of a volunteer or the provision of a small care package to fulfil the personal care or support needs of individuals.



It is recognised that ensuring the necessary facilities are available at community venues is half of the challenge, while the other is having people at these venues who can either help individuals to access services, or provide low level care. To address this, it is proposed that a Neighbourhood Care Team is created. Working across neighbourhoods, this team will actively encourage the take up of day activities in their area. This could include:

- Scheduled attendance at a hub, library or leisure centre to allow individuals to access these facilities with the reassurance that there will be on-hand support for their care needs.
- Help to arrange transportation of individuals to access day opportunities in their local area.
- Assistance with attendance at luncheon clubs, to enable some luncheon clubs to accept individuals that require additional support.

### CASE STUDIES

Mr M 87 years of age – was referred to the service to help him to find and access social opportunities in the community. He has limited mobility and communication difficulties arising from a stroke. Mr M was assessed to determine his capabilities, strengths and difficulties and to identify his likes and dislikes. He was accompanied by the Day Service Support Officer to a range of facilities and was encouraged to engage in conversation with other people throughout these visits. Over a period of 6 weeks, Mr M grew in confidence when conversing in social situations, and also in going out and walking around public areas. Mr M has now used the contacts he has made and has a full itinerary of events and groups to start attending in September. He has made his own transport arrangements; including sharing a lift with a member of one of the groups he will be attending.

Mr J 73 years of age – was referred to the service to assess his ability to independently access community-based activities. It was hoped that this would provide stimulation and activity for him and would also provide respite care for his carer. Mr J had little confidence in functioning without the support of his carer. Over a period of 6 weeks he has been supported to access various community gardening projects, which are of particular interest to him. He is now regularly attending one of these community gardening projects. Mr J was also interested in being able to go into the city centre. He has been supported to use the shop mobility service and to access the VEST transport service and is now able to use both services independently. The outcome has resulted in Mr J's pleasure from his increased independence, and this time enables his carer to have a period of respite care.

### Tier 1 Specialist Intervention

This level of intervention will be targeted at those individuals with the highest and most complex care and support needs, including support for individuals with moderate to severe dementia. It is anticipated that in the future demand for this will be reduced through successful prevention at tiers 3 and 2. To achieve the best outcomes for individuals and to best support respite for carers, it is proposed that services for Tier 1 are provided through specialist day centres:-

1. **A Specialist Dementia Centre** – for those individuals with moderate to severe dementia with an assessed eligible need. Providing this specialist centre will give an opportunity for developing a joined up service with Cardiff & Vale University Health Board and with Third Sector organisations. This service will support carers by providing respite care.
2. **High Needs Day Care Provision** – for those individuals with the highest and/or complex physical care and support needs. This service will support carers by providing respite care.

There are currently 3 day centres in Cardiff located at Minehead Road, Fairwater and Grand Avenue. It is proposed that existing buildings are used in phase 1 and following a review of the sites, it is proposed that Grand Avenue is best suited for the Dementia Centre and Minehead Road and Fairwater for the High/Complex Needs Day Centres.

Phase 2 of this strategy will require further consultation and will assess whether these buildings are capable of managing the long-term needs of service users. It is anticipated that this will require a full review of the service at that time, in partnership with Health to deliver either a fully refurbished day centre or a purpose designed and built building.

## Commissioned Day Services

As part of this strategy, it is proposed that the current contract with the Alzheimer's Society is reviewed. It is recommended that all dementia day service is delivered from one council run building to enable for the right amount of support for those with the highest need. A more integrated service approach is to be developed in partnership with Cardiff & Vale University Health Board and it is anticipated that there will be other opportunities for joint working with third sector organisations.

## Rationale for Tier 1 Proposal

The proposal is to continue investment in day opportunities for those with the highest need through a building-based day centre approach. It would not be appropriate to direct this group of clients to universal services as they would require having their needs met through alternative more costly care. Analysis has shown the building based approach is better value for money whilst achieving better outcomes for individuals.

Individual day care support at home would not provide the opportunities for social interaction or meet the respite needs of carer. The respite that this gives is crucial for helping carers to continue caring.

The cost of providing day care is £40 per session  
(max 5 sessions = £200 a week)  
versus  
If services fail and users need residential care =  
up to £1,000

## CASE STUDIES

Mr Q, 99 years old, cared for by wife. – Both feel that regular respite by day centre attendance 3 days a week is holding things together and is the only service they wish to receive.

Mr P, 82 years old, care package 7 days a week. – He requires a great deal of reassurance and supervision. Regularity and consistence of day centre attendance 5 days a week helps to sustain his wife's carer role.

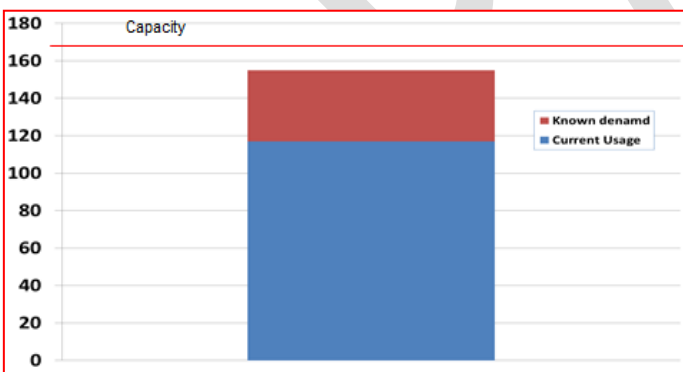
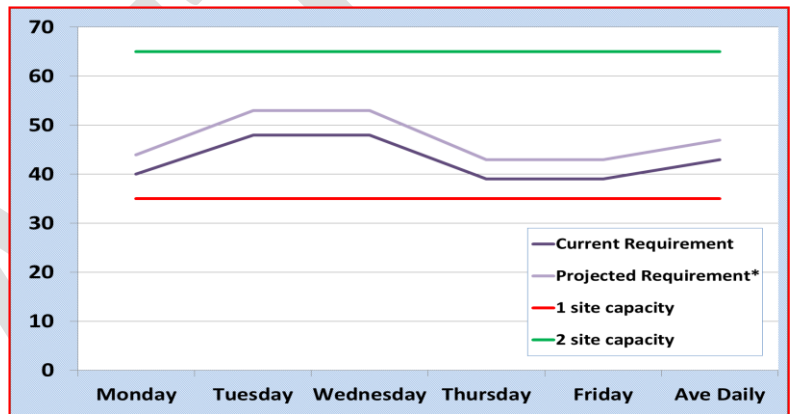
Mr H, 84 years old, attends day centre 1 day a week – This enables his daughter, with whom he lives and who is his main carer, to have a regular break from her carer role and prevents the need for a care package.

**Rationale for Tier 1 Proposal**

The number of older people who need this level of service has been fully analysed. This analysis looked at current usage and those currently waiting to access day centres, or those who require additional days. Work to capture future demand relating to an appropriate step down from health provision has started and that information has fed into the analysis. Based on this data, it is proposed that 3 day centres will be required.

**High Needs Day Care**

The graph on the right shows the daily attendance from this client group and the projected requirement over the next 3 years, against the capacity at Minehead Road and Fairwater.



**Specialist Dementia Centre**

The graph to the left shows the number of sessions required from current usage and the known demand (those requiring additional days or are on the waiting list) against the capacity (sessions per week) at Grand Avenue Day Centre.

**This demonstrates that all 3 sites will be needed.**





## **Building Community Capacity**

### **Volunteering and Community Engagement**

In Cardiff there is a growing number of people wishing to volunteer, ranging from retired professionals to young people seeking work experience and those wishing to return to work who may want to refresh skills or build up confidence. There are already a number of successful initiatives whereby volunteering is leading to improved outcomes for older people in undertaking activities. These include driving individuals to exercise classes and social opportunities, and also in befriending.

Not only does volunteering provide additional support and assistance to older people, those that volunteer often get as much out of the experience as the people and communities they help by learning new skills, giving something back and meeting new friends.

Time Credits has helped the community to get more involved in developing support for older people. Time Credits are a way of rewarding people by giving volunteers one credit for each hour of time they donate. The Credits have no monetary value, but can be exchanged for a 'spend' opportunity within a wide range of community and national organisations, including leisure activities and community events. Within the new Day Opportunities Strategy, the City of Cardiff Council proposes to support more volunteering and the use of Time Credits.

The volunteer portal will be a single 'gateway' into volunteering in the city, so people can easily search for volunteering opportunities and access the necessary support to guide them in terms of volunteering policies, Disclosure and Barring Service (DBS) and training assistance, etc.

## Transport

Transport is crucial to enable access to universal services. The Council currently provides funding to support community transport and this funding is proposed to continue at current levels. The Council will also consider how to work alongside other partners to build greater sustainability into the transport infrastructure so that more of the people who need this service can access it.

## Age Connects (HAPS)

The council has commissioned a pilot project from Age Connects (HAPS) to deliver a volunteer-based model of service to address the issue of social isolation and to support older people to be more engaged within their communities. To date, 186 volunteers have successfully been recruited to the project and it is proposed that we build on this. The evaluation of the project will inform the commissioning of a service going forward from April 2016.

I discovered I still had a voice

I feel like a normal person...she's taken me to the museum and out for a cup of tea

It has been very helpful...we go to Roath Park and have a cup of tea and I cannot go out alone

It makes a big difference to me – contact with the younger generation

Keeps me in touch with the community – don't feel left out

It makes a difference – she is the only person I see for any length of time

### Luncheon Clubs

It is acknowledged that luncheon clubs have an important role to play in preventing social isolation. Across Cardiff, there are 30 luncheon clubs that the Council is aware of. These lunch clubs bring older people together to enjoy a hot nutritious meal and socialise with others at the same time. The lunch club is a focal point for a lot of older people during their week and the sustainability of these clubs is crucial.

Of the 30 clubs, 3 are run from council owned buildings and only 2 of these receive a council subsidy. The aim is for all luncheon clubs to be self-sustaining therefore, it is proposed that:

- Community groups will be helped to develop a self-sustaining model, and assistance will be provided to currently funded groups to become self-sustaining
- Where possible, existing community buildings and facilities will be used to operate luncheon clubs (Hubs, Churches, Restaurants, Pubs, Sport and Social Clubs etc.)
- Existing funding arrangements will be reduced over a period of time
- Additional support will be offered to these groups from the council 'Stepping Up' Team and C3SC and its national partner, WCVA. Both organisations have grant finding services and access to advice and information on grants currently available.

### Meals on Wheels Service

Although a discretionary service, this provides an important service for individuals, as it provides regular hot meals and is an essential social contact for many older people. From previous consultation we know how much individuals and their families value this service. However, currently the service does not cover its costs and meals are therefore provided at a subsidy.

#### The Current Service

Monday to Friday service, with meals delivered between 11:15 and 2PM

£2.90 for a hot meal and 60p for a dessert

160 clients currently using the service

A fixed monthly menu, with variation for those requiring vegetarian or a soft or diabetic diet  
etc

It is proposed that the council will work towards a self-sustaining model for the meals on wheels service including:

- Expansion of the service by increasing uptake through rebranding, greater awareness and marketing.
- Service to be offered on a cost recovery basis modelled on actual cost and predicted increase in service users by increasing the cost of a meal by £1.
- Service to be offered out to luncheon clubs, other community groups and sheltered housing.
- Additional choice, including the provision of an evening cold meal / sandwich for those that would benefit.
- More flexible use of the service, e.g. following hospital discharge or when families members are away.

## Summary of proposals

### Day Centres

- Continued investment in a building-based approach for those with high needs
- 3 day centres, including a specialist dementia centre and the provision of 2 centres to support individuals with high care and support needs.
- Review of current services for people with dementia provided by third sector organisations
- Phase 1 will involve the use of existing buildings and the location of the Dementia Centre at Grand Avenue. The 2 High/complex needs Centres will be at Minehead Road and Fairwater Day Centre. Phase 2 will incorporate the development of the existing or a new purpose-built facility to meet current and future demand.

### Meals on Wheels

- The service is retained and expanded by increasing uptake via rebranding, greater awareness and marketing
- A price of £3.90 for a meal and 60p for a dessert, and to explore the options of providing a cold evening meal or sandwich for those wish to receive this.

### Luncheon Clubs

- All community groups to become self-sustaining with available help and for the phased removal of current funding.

### Day Opportunities Team

- Day Opportunities Team (DOT) is created that will support individuals in accessing community facilities.

### Community Transport

- Current funding levels are maintained and, where possible, the benefits of this funding are accessible to those who need it.

### Volunteering

- Creation of a volunteering portal to match volunteers with opportunities of interest to them or in their area
- Build on the Health & Active Partnership (HAPS) pilot project

### One Point of Contact

- One Point of Contact providing advice and information tailored to their individual need, including signposting to local social activities and events.
- Directory of community based activities for both council and partners to use – this information to be developed and provided online for citizens to access directly or by telephone.

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**CITY & COUNTY OF CARDIFF**  
**DINAS A SIR CAERDYDD**

**COMMUNITY AND ADULT SERVICES SCRUTINY COMMITTEE**

**4 November 2015**

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**COMMITTEE BUSINESS REPORT**

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**Background**

1. At the Committee meeting on 16 September 2015 Members discussed how they wished to deal with future reports concerning committee business, such as correspondence reports and work programme reports. Members decided to combine these within an overarching Committee Business report. This would include a correspondence update schedule, detailing the areas of the Chair's letters that required response and detailing the response received.

**Correspondence update**

2. Following most Committee meetings the Chair writes a letter to the relevant Cabinet Member or officer, summing up the Committee's comments and recommendations regarding the issues considered during that meeting. At the Committee meeting on 7 October 2015 Members received a report detailing the Committee-related correspondence sent and received by the Committee relating to committee meetings held on 8 July 2015, jointly with Children & Young People's Scrutiny Committee on 29 July 2015, and on 16 September 2015.
3. The correspondence schedule attached as **Appendix A** provides an update since 7 October 2015 committee meeting, with the following information:
  - i. Date the letters were sent;
  - ii. To whom the letter was addressed;
  - iii. The key recommendations set out in the Chair's letters;
  - iv. Date the response was received; and
  - v. The response of the Cabinet Member(s) to those recommendations.

4. The schedule attached at **Appendix A** shows:
- i. *Awaiting Response* - from Christine Salter to the Chair's Letter regarding evaluation process for proposed savings, considered at Committee on 8 July 2015.
  - ii. *Response Received* – from Councillors Elsmore and Lent to the letter from Councillor Richard Cook, Chair Joint Committee of Children & Young People Scrutiny Committee and Community & Adult Services Scrutiny Committee, following scrutiny of the draft Director of Social Services Annual Report, considered at Committee on 29 July 2015 – attached at **Appendix B**.
  - iii. *Awaiting Response* - from Councillors Elsmore and De'Ath to the Chair's letter regarding the scrutiny of progress in implementing policy commitments re Older People and pre-decision scrutiny of the Local Ageing Well Plan, considered at Committee on 16 September 2015.
  - iv. *Response received* - from Councillor Elsmore to the Chair's letter containing recommendations to improve performance monitoring , considered at Committee on 16 September 2015 – attached at **Appendix B**.
  - v. *Awaiting Response* – from Councillor Elsmore to the Chair's letter containing requests for information in relation to the item on Street Homelessness considered at Committee on 7 October 2015.
  - vi. *Awaiting Response* – from Councillor De'Ath to the Chair's letter containing recommendations pertaining to the Call-In of the Re-declaration of the Additional Licensing Scheme in Cathays Ward considered at Committee on 7 October 2015.

### **Work Programme Update**

5. At the Committee Meeting on 16 September 2015, Members agreed their work programme for 2015-16. Since then, there have been several amendments made to the agreed work programme for the following reasons: several pre-decision scrutiny items have moved date due to changes in the timeline of reports being taken to Cabinet; following publication of the Month 4 Budget Monitoring report, Members decided to add in an Adult Services budget



monitoring report to the 7 October 2015 Committee Meeting; and delays in information from U.K. Government regarding Welfare Benefit changes and the impact of the U.K. Government budget has meant the item covering these has needed to be deferred.

6. A revised work programme has been prepared to reflect these changes and is attached at **Appendix C**. This shows the following changes, going forward:

- i. Pre-Decision scrutiny of Supported Living Services for Adults with Learning Disabilities - moved to Committee Meeting on 2 December 2015;
- ii. Pre-Decision scrutiny of the Housing Allocations Review, and associated items - moved to Committee Meeting on 2 December 2015;
- iii. Possible item – on Welfare Reform and consequences of U.K. government budget on housing – moved to Committee Meeting on 2 December 2015;
- iv. Pre-Decision scrutiny of the Housing Revenue Account Business Plan - moved to Committee Meeting on 6 January 2016 as awaiting Welsh Government confirmation of HRA parameters;
- v. Policy Development scrutiny of the Domestic Violence Recommissioning update - moved to Committee Meeting on 6 January 2016 and linked to an update on Supporting People;
- vi. Inclusion of new item – Gypsy & Traveller Housing Needs Assessment and Site Selection Criteria – scheduled for Committee Meeting on 6 January 2016 at request of officers, to fit with LDP timeline;
- vii. Progress Report on implementation of agreed recommendations from Gypsy & Traveller Accommodation Inquiry – moved to January 2016 to fit in with above item;
- viii. Inclusion of new item - Budgetary Proposals 2016-17 – scheduled for Committee Meeting on 6 January 2016 to fit in with Council Consultation Period; and
- ix. Pre-Decision scrutiny of the Supporting People Local Commissioning Plan - moved to Committee Meeting on 2 March 2016 as awaiting Welsh Government confirmation of grant funding allocation.

## **Way Forward**

7. During their meeting, Members may wish to reflect on the responses received to the Chair's letters. Members may also wish to discuss and agree any amendments required to the work programme attached at **Appendix C**.

## **Legal Implications**

8. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

## **Financial Implications**

9. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any financial implications arising from those recommendations.

## **RECOMMENDATIONS**

The Committee is recommended to:

- I. note the content of the consultation schedule attached at **Appendix A** and decide if any further comments are required; and
- II. discuss, amend and agree the work programme attached at **Appendix C**.

**Marie Rosenthal**

**Director of Governance and Legal Services**

**29 October 2015**

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## APPENDIX A – CASSC Correspondence Schedule, as at 29 October 2015

Date Sent	Sent to	Topic	Comments and Recommendations Made	Date reply received	Response Received
10 July 2015	Christine Salter	<p><b>Evaluation process for proposed savings 2016/17</b></p> <p><b>Scrutiny Budget Monitoring</b></p>	<p><i>'Members have understandable concerns that the process for evaluating proposed budget savings is not fit for purpose.'</i></p> <p><i>'Members therefore seek assurance from you that the process for evaluating savings proposals for 2016/17 onwards will be improved, in order that there is less 'optimism bias' and more credibility that savings are achievable.'</i></p> <p><i>'Members would like to receive monthly budget monitoring reports, which we will consider prior to committee and only schedule for committee attention where this is really required.'</i></p>	Not received	<b>Not Received</b>
29 July 2015	Cllrs Elsmore and Lent	<b>Director of Social Services Annual Report</b>	<ul style="list-style-type: none"> <li>• <i>Recommend that the report be amended to include a statement about how the areas for development will lead to improved performance and how many performance indicators it is expected will be improved in 2015-16 as a result of the work undertaken.</i></li> <li>• <i>Recommend that the Future Challenges for Adults Services be amended to include the need to improve performance in the care planning pathway, given that there has been underperformance in this area for 2014/15, and note Tony Young's commitment to do this.</i></li> <li>• <i>Recommend that the role scrutiny committees</i></li> </ul>	3 September 2015	<p><b>Response received – attached in full at Appendix B</b></p> <p><b>Director of Social Services Annual Report approved at Council 24 September 2015</b></p>

Date Sent	Sent to	Topic	Comments and Recommendations Made	Date reply received	Response Received
			<p><i>are playing in supporting improvement in social services is acknowledged and detailed in the report.</i></p> <ul style="list-style-type: none"> <li>• <i>Recommend that the Adult Services areas for development are amended to articulate the specific improvements that are proposed for each area they relate to.</i></li> <li>• <i>Use of percentages – recommend that also include actual numbers in brackets, so that readers can understand the scale of performance change</i></li> <li>• <i>Graphs/ Tables – recommend amend to include target lines, so that readers can easily see whether performance is on track or adrift from performance targets.</i></li> <li>• <i>Page 7 – recommend that correct the use of English in the first and fourth bullet points.</i></li> <li>• <i>P31 –recommend that the wording of the second paragraph be improved to make it clearer what support is provided to the 7,626 people cited in this paragraph.</i></li> <li>• <i>P38 – recommend that expand the area for development ‘Improve collaborative working with partners’.</i></li> <li>• <i>P40 - recommend that the wording be amended regarding ‘Ensure no further growth in the number of children entering the looked after system’</i></li> <li>• <i>Request details of how progress in delivering the areas for development will be regularly monitored.</i></li> <li>• <i>Request a breakdown to show the services</i></li> </ul>		

Date Sent	Sent to	Topic	Comments and Recommendations Made	Date reply received	Response Received
			<p><i>received by the 7,626 people cited as receiving support (second paragraph, page 31)</i></p> <ul style="list-style-type: none"> <li>• <i>Request details of the changes to policy and/ or practice that have happened as a consequence of using complaints as a learning opportunity.</i></li> </ul>		
17 September 2015	Cllrs Elsmore and De'Ath	<b>Older People Item, including pre-decision of Local Ageing Well Plan</b>	<ul style="list-style-type: none"> <li>• <i>Recommendation - that a commitment be given at Cabinet to review the Delivery Plan in the next two months to ensure the Plan clearly addresses the following:</i> <ul style="list-style-type: none"> <li>- <i>The need to better reflect the range of work underway across the Council and partners, for example work re transport and planning, in order to better demonstrate how we are meeting the requirements of being an Age-Friendly city</i></li> <li>- <i>The need to tackle health inequalities in Cardiff</i></li> <li>- <i>The need to increase ethnic minority inclusion in service up-take</i></li> <li>- <i>The requirements of the Social Services and Well Being Act 2014</i></li> <li>- <i>The need to include clear and measurable outcomes, with appropriate targets that require services to 'step up' to the challenge of improving the lives of Older People in Cardiff</i></li> <li>- <i>The need to include details of those responsible for delivering the above, including the service areas responsible and partner organisations responsible.</i></li> </ul> </li> </ul>		<b>Response awaited</b>

Date Sent	Sent to	Topic	Comments and Recommendations Made	Date reply received	Response Received
			<ul style="list-style-type: none"> <li>• <i>Recommendation - that Councillor Elsmore and Councillor Patel task housing and planning officers to meet, as a matter of urgency, to scope the policy tools that are available to enhance the provision of older person's housing in the private sector in Cardiff.</i></li> <li>• <i>Request for information – the revised Local Ageing Well Plan be shared with this Committee, in December 2015</i></li> <li>• <i>Request for information – the Andrew Cousins report on Adult Social Care and the terms of reference for this work, for 7 October 2015 committee meeting.</i></li> </ul>		
21 September 2015	Cllr Elsmore	<b>Performance Monitoring</b>	<ul style="list-style-type: none"> <li>• <i>Recommend that information on PPDR's and Savings be available for Adult Social Care and Children's Services separately, from Quarter 2, rather than being shown together as Social Services; this is to enable transparency in understanding performance in these different sections and enable year on year comparison.</i></li> <li>• <i>Recommend that the Communities Directorate include performance indicators for Council Housing Repairs from Quarter 2 onwards; this would enable Members to scrutinise performance in an area of key importance for council tenants.</i></li> <li>• <i>Request a written explanation of the target setting process for SCA/018(b) - The percentage of carers of adults who had an</i></li> </ul>		<p><b>Response Received – attached in full at Appendix B</b></p> <ul style="list-style-type: none"> <li>• <b>Agreed to provide information on PPDR's and Savings separately for Adult Social Care and Children's Services, from Quarter 2</b></li> <li>• <b>Agreed to provide Housing Repairs indicators, from Quarter 3</b></li> <li>• <b>Explanation provided</b></li> </ul>



<b>Date Sent</b>	<b>Sent to</b>	<b>Topic</b>	<b>Comments and Recommendations Made</b>	<b>Date reply received</b>	<b>Response Received</b>
			<i>assessment or review of their needs in their own right during the year - given that the target set for 2015/16 is 58% whereas the outturn for 2014/15 was 26.3%.</i>		<b>on target setting process for SCA/018(b)</b>
	Cllr Elsmore	<b>Street Homelessness</b>	<ul style="list-style-type: none"> <li>• <i>Request for a briefing on the impact of changes to housing benefit entitlement for under 25 year olds, to be provided once these are known</i></li> <li>• <i>Request for information on how officers will assess local connection and the criteria that will be used to determine local connection, to be supplied in your response</i></li> <li>• <i>Request for details of the characteristics of 60 known rough sleepers in August 2015 in Cardiff, to be supplied in your response.</i></li> <li>• <i>Members are due to consider housing and homelessness issues at Committee on 2 March 2016, including the use of the private rented sector and the impact of other measures in the Housing (Wales) Act 2014. At this meeting, Members would like to receive an update on the work to address street homelessness in Cardiff as detailed above, with regard to EEA nationals, care leavers, remodelling the Gateway and increasing resources.</i></li> </ul>		<b>Response Awaited</b>
9 October 2015	Cllr De'Ath	<b>Call-In Re-declaration of</b>	<ul style="list-style-type: none"> <li>• <i>Recommendation that the timing of future consultations aimed at the Cardiff student</i></li> </ul>		<b>Response Awaited</b>

Date Sent	Sent to	Topic	Comments and Recommendations Made	Date reply received	Response Received
		<b>Additional Licensing Scheme in Cathays</b>	<p><i>population be timed to occur between Mid-September – Early May.</i></p> <ul style="list-style-type: none"> <li>• <i>Recommendation that the results of consultation exercises be reviewed by officers and, where a particularly low level of responses is received, officers seek to undertake further work to boost participation levels.</i></li> <li>• <i>Recommendation that, where the results of consultation exercises indicate clear, majority opposition to a proposal by a particular segment of stakeholders, such as the Cardiff Landlords Forum, officers seek to undertake further engagement with the segment of stakeholders.</i></li> <li>• <i>Recommendation that thought be given to how the consultation and engagement process can be used to boost partnership working with key stakeholders.</i></li> <li>• <i>Recommendation that the Council takes the lead in educating landlords on the various types of licensing and how the different schemes interact.</i></li> <li>• <i>Recommendation that officers reflect on the lessons emerging from the last five years of the additional licensing scheme operating in Cathays and use these to improve performance over the next five years.</i></li> <li>• <i>Item scheduled for 2 March 2016 Committee meeting that covers private sector housing, including the Corporate Plan commitments with regard to additional licensing and Rent Smart Wales, as well as other aspects of the</i></li> </ul>		

Date Sent	Sent to	Topic	Comments and Recommendations Made	Date reply received	Response Received
			<i>Housing (Wales) Act 2014, and we look forward to further exploring these with you and other witnesses.</i>		
9 October 2015	Cllr Elsmore	<b>Adult Services Budget Monitoring</b>	<ul style="list-style-type: none"> <li>• <i>Welcomed the projected improvement in Adult Services overspend, acknowledged the work that sits behind this improvement and were pleased to see that the robust budget monitoring processes implemented are yielding results.</i></li> <li>• <i>Pleased that operational budgets are on target, with the only major overspend on nursing beds for older people receiving attention from the Adult Services senior management team. Stated that will be interested to see how this work helps in the management of this cost pressure going forward.</i></li> <li>• <i>Pleased to hear that board established to look at detailed plans for future savings, which will be required to be tangible and evidence based in order to have confidence in their achievability.</i></li> </ul>		<b>No Response Required</b>

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**SWYDDFA'R DIRPRWY ARWEINYDD  
DEPUTY LEADER'S OFFICE**

Fy Nghyf / My Ref: CM31836

Eich Nghyf / Your Ref:

Dyddiad / Date: 3rd September 2015

Richard Cook  
Cardiff Council  
County Hall  
Cardiff  
CF10 4UW

Annwyl / Dear Richard

**Joint Children & Young People and Community & Adult Services Scrutiny  
Committee Meeting - 29 July 2015**

Thank you for your letter of 31<sup>st</sup> July following our attendance with the Director at the Joint Scrutiny Committee on 29<sup>th</sup> July to consider the Annual Report of the Director of Social Services. We also welcome your recognition of the picture presented in the Report.

In reply to your comments, observations and recommendations we have consulted with the Director and agreed the following joint responses to each issue in the order in which you set them out in your letter.

Overarching Issues

The Director has indicated that he fully agrees with the need to ensure that next year's report is more outcome focused and that this will be facilitated by the new performance framework developed to support the implementation of the Social Services and Wellbeing (Wales) Act 2014 (SSWB). We fully agree with this approach.

The Director is unable, however, to agree with your recommendation in full that the report be 'amended to include a statement about how the areas for development will lead to improved performance'. Consistent with the committee's view, it is recognised that some of the 'areas for development' are too general and where this is clearly the case these have been strengthened; others that were simply repeated in several places have been removed. The Director is of the view however, that in the remainder of cases, the intended improvement is either self-evident or is included in the specific wording, or is a development that is necessary simply because of an external requirement to introduce it. A meaningful explanation of intended outcome in relation to every development area, would in too many cases require lengthy text and burden the report without adding commensurate value.

Similarly the Director is unable to agree your recommendation that each development area identifies 'how many performance indicators it is expected will be improved'. This would entail a significant risk of oversimplifying the relationship between development and P.I.s since it is rare for a service development to impact in a linear way to a single P.I. or indeed for any given P.I. to be improved by a single area of development alone.

**ATEBWCH I / PLEASE REPLY TO:**

Swyddfa'r Dirprwy Arweinydd, Ystafell 525, Neuadd y Sir, Glanfa'r Iwerydd, Caerdydd CF10 4UW  
Ffôn (029) 2087 2501  
Deputy Leader's Office, Room 525, County Hall, Atlantic Wharf, Cardiff CF10 4UW  
Tel (029) 2087 2501

Social Services delivery and any given P.I. is inherently a reflection of a multi-faceted whole system. It is very important to recognise in this context that P.I.s as currently constructed are process measures and are at best a poor proxy for outcomes; indeed this is the very point made by members of the committee about the need to focus on outcome measures. Attempting to reduce development to a P.I. or even several, risks focusing on the P.I. at the expense of the development itself. Finally it remains as yet very unclear whether all or any of the current P.I.s will in fact remain in place beyond April 2016 given that a new outcome based performance framework is to be introduced as part of the SSWB Act 2014.

In terms of monitoring areas for development, you will be aware that in relation to both of the last two Annual Reports, the Director has advised committee that these are integrated, together with the improvements identified by the CSSIW's Annual Evaluation, into the respective Directorate Business Plans for the subsequent year; as you know these plans are considered by scrutiny. In addition overall progress in relation to development areas is integrated into the quarterly Cabinet performance reports that are also considered by Scrutiny. We are of the view that it is important to maintain fidelity with this as an effective vehicle for ongoing monitoring and note that this will be further enhanced as a result of establishing a single Directorate and a unified business plan in 2016-17.

Please note that the other changes recommended in the overview section are agreed and are being actioned as we write.

### Children's Services

We are unable to agree that *'little progress.....has been made'* over the year with regard to female genital mutilation (FGM), Honour Based Violence, Forced Marriage, Human Trafficking or Radicalisation and remain unclear as to what committee's expectations in this regard are or what level of realism they reflect. The Annual Report offered no comment on progress in relation to these issues because it is outside of its scope (see below concerning statutory duties). Based on the report therefore, we cannot see how the committee evidences its claim that there has been 'little progress'. We would remind committee that these issues were incorporated into the 2015-17 Corporate Plan with specific timeline targets that have not yet expired.

It is also important to remember that the Annual Report of the Director of Social Services is concerned with reporting performance against Statutory Social Services duties, not duties that fall largely outside of this definition. As the Director advised the committee, the inclusion of a development area in the report relating to Human Trafficking etc., was merely a constructive attempt to ensure that this boundary is clarified and understood more effectively so that confusion about areas of responsibility is minimised. Whilst your letter accurately reflects the discussion around this development issue, we were disappointed that that the committee was unable to share the constructive spirit in which it was approached and that this was at the expense of a discussion about the key safeguarding issues.

By way of further clarification we would add that social services duties do not include a prior duty towards victims of crime, unless the crime in question causes significant harm to children as defined by the Children Act 1989. In this sense, the Director in discharging his statutory social services duties, which is the subject of the Annual Report, has no statutory responsibility for Honour Based Violence, Human Trafficking or Radicalisation. FGM is the only one of the issues cited, that self-evidently requires social services to respond as a matter of statutory duty because it is practised on children. Even here however, it is important to note that the Director can only report on performance where FGM is reported by others to Children's Services and cannot be held accountable if it is not reported, which is currently the case.

#### **ATEBWCH I / PLEASE REPLY TO:**

Swyddfa'r Dirprwy Arweinydd, Ystafell 525, Neuadd y Sir, Glanfa'r Iwerydd, Caerdydd CF10 4UW  
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Deputy Leader's Office, Room 525, County Hall, Atlantic Wharf, Cardiff CF10 4UW  
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We believe that the committee's own Human Trafficking enquiry was a major first step in attempting to navigate an effective way through a very complex set of socio economic inter-relationships but we remain conscious that it is this very complexity that makes progress particularly challenging. We therefore, acknowledge, as does the Director, that the wider obligations on the Council as part of its community leadership role include the need for a stronger approach to all of these very important issues and we welcome the role that Councillor De'Ath is playing in this regard. They are not however, matters for scrutiny in relation to the discharge of statutory social services.

In relation to learning from children's complaints the Director has already established arrangements for all children's complaints and learning outcomes to be reported to the Corporate Parenting Advisory Committee and he is happy to make these reports available to the Children and Young People's Scrutiny Committee for consideration.

### Adult Services

It is agreed that the area for development to 'improve collaborative working' is not useful and will be amended to reflect something more meaningful and concrete.

In relation to the request for a breakdown of services received by 7,626 people, we are sorry that we are unable to fully meet this request due to the fact that this would necessitate an onerous manual audit of casefiles; some illustrations of the types of services provided will be included. The Director agrees that this inability to capture this information more effectively is a significant weakness of the current management information system which he is keen to address.

In relation to the questions raised concerning Day Centres, we believe that these have been addressed in full. We attach a copy of Cllr Elsmore's letter concerning this issue for information.

We have attached a summary of our responses to the list of recommendations and requests, many of which were helpful and relatively straightforward as an appendix to this letter.

Yn gywir / Yours sincerely



**Councillor / Cynghorydd Sue Lent**  
**Deputy Leader / Dirprwy Arweinydd**  
**Cabinet Member for Early Years, Children & Families**  
**Aelod Cabinet Dros Y Blynnyddoedd Cynnar, Plant a Theuluoedd**



**Councillor / Cynghorydd Susan Elsmore**  
**Cabinet Member for Health, Housing & Wellbeing**  
**Aelod Cabinet dros Iechyd, Tai a Lles**

**ATEBWCH I / PLEASE REPLY TO:**

Swyddfa'r Dirprwy Arweinydd, Ystafell 525, Neuadd y Sir, Glanfa'r Iwerydd, Caerdydd CF10 4UW  
Ffôn (029) 2087 2501  
Deputy Leader's Office, Room 525, County Hall, Atlantic Wharf, Cardiff CF10 4UW  
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**Appendix 1**  
**Summary of Responses to List of Recommendations and Requests**

Recommendation	Response
Recommend that the report be amended to include a statement about how the areas for development will lead to improved performance and how many performance indicators it is expected will be improved in 2015-16 as a result of the work undertaken.	Partially agreed – please see page 1 above
Recommend that the Future Challenges for Adults Services be amended to include the need to improve performance in the care planning pathway, given that there has been underperformance in this area for 2014/15, and note Tony Young’s commitment to do this.	Agreed and amended
Recommend that the role scrutiny committees are playing in supporting improvement in social services is acknowledged and detailed in the report.	Agreed and amended
Recommend that the Adult Services areas for development are amended to articulate the specific improvements that are proposed for each area they relate to.	Report amended
Use of percentages – recommend that also include actual numbers in brackets, so that readers can understand the scale of performance change.	Agreed and amended
Graphs / Tables – recommend amend to include target lines, so that readers can easily see whether performance is on track or adrift from performance targets.	Agreed and amended
Page 7 – recommend that correct the use of English in the first and fourth bullet points.	Agreed and amended
P31 – recommend that the wording of the second paragraph be improved to make it clearer what support is provided to the 7,626 people cited in this paragraph.	Report amended
P38 – recommend that expand the area for development ‘Improve collaborative working with partners’.	Agreed and amended
P40 - recommend that the wording will be amended regarding ‘Ensure no further growth in the number of children entering the looked after system’.	Agreed and amended
Request details of how progress in delivering the areas for development will be regularly monitored.	Please see page 2 above
Request a breakdown to show the services received by the 7,626 people cited as receiving support (second paragraph, page 31).	Report amended

**ATEBWCH I / PLEASE REPLY TO:**

Swyddfa'r Dirprwy Arweinydd, Ystafell 525, Neuadd y Sir, Glanfa'r Iwerydd, Caerdydd CF10 4UW  
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Request details of the changes to policy and / or practice that have happened as a consequence of using complaints as a learning opportunity.

Please see page 3 above

**ATEBWCH I / PLEASE REPLY TO:**

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**SWYDDFA CYMORTH Y CABINET  
CABINET SUPPORT OFFICE**



County Hall  
Cardiff,  
CF10 4UW  
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Neuadd y Sir  
Caerdydd,  
CF10 4UW  
Ffôn: (029) 2087 2088

Fy Nghyf / My Ref : CM32216

Eich Cyf / Your Ref : Scrutiny/Correspondence/Cllr McGarry

Dyddiad / Date: 29th October 2015

Councillor Mary McGarry  
Cardiff County Council – Community & Adult Services Scrutiny Committee  
County Hall  
Atlantic Wharf  
Butetown  
Cardiff  
CF10 4UW

Annwyl / Dear Councillor McGarry

**Community & Adult Services Scrutiny Committee Meeting – 16<sup>th</sup> September 2015: Performance Issues**

Thank you for your letter of the 21<sup>st</sup> September 2015 regarding performance issues. We welcome your observations and recommendations.

Regarding the Corporate Performance Reports and amendments requested from Quarter 2, I will ensure that officers make these changes for the next report, to include the information in relation to PPDR's and Savings separately for both Adults and Children's Services.

In line with the new way of working in Council Housing Repairs and the newly purchased performance monitoring software, we will be creating a range of new performance indicators to monitor success. This includes information on first time fixes and appointments being met. This information is currently being audited for accuracy and will be available in time for the Quarter 3 performance report.

The target of 58% for the performance indicator *SCA/018(b) - The percentage of carers of adults who had an assessment or review of their needs in their own right during the year* has been set at 58% for the past 3 years. I accept that this looks a very challenging target given the performance in previous years; however, this is a key area for improvement. This is why I have recently approved the recruitment of 4 temporary Carer Assessment workers for the remainder of this financial year. For the purpose of clarity, once a carer has been

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Room 573 / Neuadd y Sir, County Hall / Neuadd y Sir,  
Atlantic Wharf / Glanfa'r Iwerydd, Cardiff / Caerdydd,  
CF10 4UW



offered an assessment they are included in this performance measure and remain included regardless of whether they want an assessment. We need to be clear on what we want to achieve, that is that ALL carers known to us are offered an assessment; and then those that want one are assessed.

I welcome Scrutiny taking these 'deep dives' into the performance measures as only through us having this full picture can you be truly informed in order to understand the issues.

I hope that you and Committee Members have found all the information requested in the response, and I would like to thank you for your comments.

Yn gwyir  
Yours sincerely

A handwritten signature in black ink, appearing to read 'S Elsmore', written in a cursive style.

**Councillor / Y Cyngorydd Susan Elsmore**  
**Cabinet Member for Health, Housing & Wellbeing**  
**Aelod Cabinet dros Iechyd, Tai a Lles**

	04-Nov	Hubs Sub Cttee	joint with CYP	02-Dec	06-Jan	03-Feb	joint with Env	02-Mar	13-Apr	11-May	18-Jun
Item at Committee	Pre decision of Day Opportunities inc Community Meals	Hubs pre decision scrutiny - Llanedeyrn Llanishen	CSSIW Evaluation	Predecision of Internal Supported Living	HRA Business Plan pre decision, inc impact of HRAS changes & UK Budget	Corporate Plan & Budgetary Proposals	Regulatory Services implementation	Communities First		Annual Report	Delivery Plans
Item at Committee	Reshaping ASC - to include A Cozens report			Housing Allocations pre decision, including impact of new scheme	Supporting People & Domestic Violence update	Committee Business Report		Housing item, including Hsg Act prep, PRS and hlessness	Committee Business Report	Committee Business Report	Corporate Safeguarding Report
Item at Committee				Possible - Welfare Reforms, consequences of Budget re hsg	Gypsy & Traveller Needs Assessment & Site Selection Criteria			Supporting People Local Commissioning Plan 2016/17			Committee Business Report inc Q4
Item at Committee	Committee Business Report			Committee Business Report inc Q2 & voids	Budget Savings Proposals overview			Committee Business Report inc Q3			
Item at Committee					Committee Business Report						
Outside of Committee - Briefings				SSWB Act monitoring	HSC demographic projections. Commercial opportunities trading co.			SSWB Act monitoring		SSWB Act monitoring	
Outside of Committee - budget monitoring	Budget report Month 6					Budget report Month 9					Budget Report outturn
Outside of Committee - progress with implementing previous Inquiries agreed recommendations	Meeting Affordable Housing Need.			Carers. ASC provision to Minority Communities	G&T accommodation			Dangerous Dogs			
				Prostitution/ Sex work							
Task and Finish Inquiries	<b>Information, Advice and Assistance re mental health service users</b>		<b>Night Time Economy Crime &amp; Disorder Reduction</b>			<b>Anti Social Behaviour</b>					
Performance Panel Deep Dives	<b>Council Housing Void Management</b>		<b>Future Deep Dives to be agreed depending on Quarter 2 results</b>								

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