

**CABINET: THURSDAY, 27 JULY 2017 at 2.00 PM**

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A Cabinet Meeting will be held in Committee Room 3 at County Hall on Thursday 27 July 2017 at 2.00 pm

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**A G E N D A**

- 1 Minutes of the Cabinet Meeting held on 6 July 2017 *(Pages 1 - 4)*

**Children & Families**

- 2 Families First Programme: Arrangements For Recommissioning *(Pages 5 - 66)*

**Children & Families & Social Care, Health & Wellbeing**

- 3 Annual Council Reporting Framework - Director of Social Services Report 2016/17 *(Pages 67 - 156)*

**Finance, Modernisation & Performance**

- 4 Budget Strategy 2018/19 and the Medium Term *(Pages 157 - 186)*
- 5 Corporate Risk Management Update - Quarter 4 2016/17 *(Pages 187 - 210)*
- 6 Re-procurement of the Collaborative South East Highways and Civils Construction Framework (SEWHighways2) *(Pages 211 - 226)*

**Housing & Communities**

- 7 Housing Revenue Account (HRA) Business Plan 2017/18 *(Pages 227 - 296)*
- 8 Single Licensing Authority Enforcement Policy For Powers Contained Under Part 1 Of The Housing (Wales) Act 2014 *(Pages 297 - 342)*

**Investment & Development**

- 9 Commissioning Of A New Framework For Maintenance Of The Council's Property Estate *(Pages 343 - 358)*
- 10 Funding the New Bus Interchange *(Pages 359 - 390)*

**PAUL ORDERS**  
Chief Executive

**CARDIFF COUNCIL  
CYNGOR CAERDYDD**



**MINUTES**

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CABINET MEETING: 6 JULY 2017

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Cabinet Members Present: Councillor Huw Thomas (Leader)  
Councillor Peter Bradbury  
Councillor Susan Elsmore (Min nos 1-3)  
Councillor Russell Goodway  
Councillor Graham Hinchey  
Councillor Sarah Merry  
Councillor Michael Michael  
Councillor Lynda Thorne  
Councillor Chris Weaver  
Councillor Caro Wild

Observers: Councillor Joe Boyle  
Councillor Adrian Robson

Also: Councillor Lee Bridgeman (Mins No 4 & 5)

Officers: Paul Orders, Chief Executive  
Christine Salter, Section 151 Officer  
Davina Fiore, Monitoring Officer  
Joanne Watkins, Cabinet Office

Apologies:

**1 MINUTES OF THE MEETING HELD ON 16 MARCH 2017**

**RESOLVED:** That the minutes of the Cabinet meeting held on 16 March 2017 be approved

**2 CAPITAL AMBITION - STATEMENT OF THE ADMINISTRATION'S PRIORITIES**

The Cabinet considered the 'Capital Ambition' which set out the Administration's policy programme for the coming municipal term. The document set out four main priority areas Working for Cardiff, Working for Wales, Working for the Future and Working for Public Services which would form the development of the Council's corporate plan, budget strategy and refresh of the Council's organisational development programme.

**RESOLVED:** that

- 1) the 'Capital Ambition' be approved as a statement of the administration's priorities; and
- 2) 'Capital Ambition' document be submitted to Full Council for noting.

### **3 APPOINTMENT OF ASSISTANTS TO CABINET MEMBERS AND CABINET MEMBER CHAMPIONS**

Cabinet considered approving the appointment of Councillor Dilwar Ali, Councillor Burke-Davies, Councillor Henshaw and Councillor Lister as Cabinet Assistants. It was also proposed that Member Champion roles be absorbed into the portfolio responsibilities of Cabinet Members.

**RESOLVED:** that

1. the appointment of four Assistants to Cabinet Members (or Cabinet Assistants), as set out in paragraph 8 of this report be approved
2. it be agreed to absorb and mainstream the Member Champion or Lead Member roles set out in paragraph 12 of this report within relevant Cabinet portfolio responsibilities and to allocate/reallocate any specific Member Champion roles to either executive or non-executive members for appointment by Council, as considered appropriate; and
3. the Constitution Committee be asked to consider incorporating provision for Member Champions within the Council's Constitution.

### **4 TO RECEIVE THE REPORT OF THE CHILDREN AND YOUNG PEOPLE SCRUTINY COMMITTEE ENTITLED 'FEMALE GENITAL MUTILATION'**

The Chair of the Children and Young People's Scrutiny Committee, Councillor Lee Bridgeman presented the report of the Children and Young People's Scrutiny committee entitled Female Genital Mutilation. The report contained 20 Key Findings and 4 recommendations, two of which were directed at the Cabinet. The remaining recommendations were directed to the Crown Prosecution Service, BAWSO and the Children & Young People's Scrutiny Committee.

**RESOLVED:** that the report be received and a response be prepared for consideration at Cabinet by October 2017 if possible.

### **5 TO RECEIVE THE REPORT OF THE CHILDREN AND YOUNG PEOPLE SCRUTINY COMMITTEE ENTITLED 'SCHOOL TERM TIMES'**

Councillor Bridgeman, Chair of the Children & Young People's introduced the Scrutiny Report entitled 'School Term Times' which responded to the Council motion regarding shortening the summer break to create an additional week's holiday elsewhere in the school calendar. The Scrutiny Committee made one recommendation to Cabinet.

**RESOLVED:** that the report be received and a response be prepared for consideration at Cabinet by October 2017 if possible.

## **6 SHARED REGULATORY SERVICES - REVIEW OF JOINT WORKING AGREEMENT**

A report recommending changes to the Joint Working Agreement between the partner councils for the provision of Regulatory Services was considered.

**RESOLVED:** that

1. the proposed changes to the Joint Working Agreement between the partner councils for the provision of Regulatory Services be approved and recommended to Council for approval
2. the Senior Responsible Officer for the Shared Regulatory Service be authorised to approve administrative changes to the Joint Working Agreement as long as there are no extension of delegations to the Shared Service or additional financial implications.

## **7 SCHOOL ORGANISATION PLANNING: THE PROVISION OF ADDITIONAL ENGLISH-MEDIUM PRIMARY SCHOOL PLACES AT RADYR PRIMARY SCHOOL.**

*This decision has been certified by the Monitoring Officer as urgent because any delay likely to be caused by the call-in process could seriously prejudice the Council and is in the public interest under section 13 of the Scrutiny Procedure Rules as urgent and the call-in procedure does not apply to it. The Chair of the Children & Young People's Scrutiny Committee has been consulted on this matter and has agreed that this report should be certified as urgent.*

The Cabinet considered a report outlining the response to the statutory notice to increase the capacity of Radyr Primary School from 376 places to 420 places from September 2017. Cabinet was advised that one objection had been received and the report contained a robust response to this objection.

**RESOLVED:** that

1. the proposals as set out in paragraph 1 of the report be approved without modification
2. officers be authorised to take the appropriate actions to implement the proposals as set out in paragraph 1.
3. officers be authorised to publish a summary of the statutory objections and the Authority's response to those objections (referred to as the "Objection Report") within 7 days of the determination of the proposal;

4. officers be authorised to publish the decision within 7 days of determination of the proposal.
5. the approval of any necessary contracts be delegated to the Director of Education and Lifelong Learning in consultation with the Corporate Director Resources & Section 151 Officer, Director of Legal Services and the Cabinet Members for Corporate Services & Performance and Education, Employment & Skills.

## **8 OUTTURN 2016/17**

The Cabinet considered the outturn position for the financial year ending 31 March 2017. It was reported that the Council had maintained its spending within its overall net budget with a balanced position.

**RESOLVED:** that

1. the report and the actions taken in respect of the Council's accounts for 2016/17 be approved
2. it be noted that this report will form an Appendix to the Financial Statements report to be considered at the Council meeting in September 2017

## **9 QUARTER 4 PERFORMANCE REPORT**

The Cabinet received details of the Council's performance for quarter 4 of the 2016-17 financial year. The report provided details of progress against corporate plan priorities and improvement actions and contained a commentary of directorate's achievements, challenges and mitigating factors.

**RESOLVED:** that the current position regarding performance, the delivery of key commitments and priorities as at Quarter 4, and the action being taken to the challenges facing the Council be noted

**CYNGOR CAERDYDD  
CARDIFF COUNCIL**



**CABINET MEETING: 27 JULY 2017**

**FAMILIES FIRST PROGRAMME: ARRANGEMENTS FOR  
RECOMMISSIONING**

**REPORT OF DIRECTOR OF SOCIAL SERVICES**

**AGENDA ITEM: 2**

**PORTFOLIO: CHILDRE & FAMILIES (COUNCILLOR GRAHAM HINCHEY)**

**Reason for this Report**

1. To inform Cabinet of the current position in relation to Cardiff's Families First Programme and the proposed approach to recommissioning a new programme, as detailed in the body of the report.
2. To seek a delegation of authority to the Director of Social Services in consultation with the Cabinet Member Children & Families and the Cabinet Member for Finance, Modernisation & Performance and Section 151 and Monitoring Officers for all aspects of commissioning and any associated arrangements which may be required in relation to these proposals.

**Background**

3. The Council currently receives a Welsh Government grant of just over £5m per annum, for the Families First Programme to provide early intervention and prevention services for families. The programme is one of the Welsh Government's key initiatives for tackling poverty.
4. The City of Cardiff Council manages the grant on behalf of the Public Services Board, which is made up of all the main statutory and third sector partners working together to deliver Cardiff's Integrated Strategic Plan, *What Matters: 2010-2020*.
5. Originally, the Vulnerable Children and Families Board, was responsible for providing governance in relation to the Families First programme and the commissioning proposals for the first programme were overseen by this group. However, following a review of the partnership arrangements under the Cardiff Public Services Board, it has been agreed that the new Improving Services for Children [ISfC] Board should now fulfil this role in relation to governance of the programme. This Partnership governance arrangement is advisory and is in addition to the Council's own governance processes. The Chief Executive chairs the new ISfC Board.

6. By way of background, the Welsh Government's initial Guidance identified that the first Families First Programme Guidance contained a requirement that services should be 'strategically commissioned'. In line with this, the Council used an 'outcome-based' commissioning approach to commission services via two competitive tender processes resulting in the award of seven contracts, which commenced on 1 April 2013.
7. The main specification for the first programme comprised six lots providing for themed packages of services. Each of these packages has been led by a Lead Provider who has entered into sub contracts with a range of other providers. In this way, each package provides a range of different projects or services. The packages were:
  - Early Years – led by Cardiff and Vale University Health Board
  - Child and Youth Engagement – led by City of Cardiff Education Services
  - Sustainable Employment – led by Sova
  - Healthy Lifestyles – led by Cardiff and Vale University Health Board
  - Emotional and Mental Health and Wellbeing – led by Barnardo's
  - Disability Focus – led by Action for Children
8. At the same time, the Council commissioned a further service, the Team Around the Family [TAF] service, for which a contract is in place with a single provider, namely Tros Gynnal Plant.
9. A number of smaller Infrastructure projects also support delivery across the Programme. These are mainly delivered in-house or secured by way of grant. However, the Council entered into an additional contract during the course of the programme to support the development of Time Credits. The Housing and Communities Directorate currently manage this contract through a joint funding arrangement.
10. The Families First grant funding for this programme remained at the same level between 2012/13 and 2015/16, namely £5,743,339, but this was reduced to £5,072,763 in 2016/17.
11. In July 2016, the Cabinet Secretary, Carl Sargeant, confirmed that there would be another Families First programme. At this time, he issued a decision paper, which set out his intentions for the new programme and clarified the distinctive contribution that Welsh Government wanted the Families First programme to make alongside other programmes and initiatives.
12. The decision paper confirmed four main elements of provision:
  - I. continuation of Team Around the Family [TAF] model of working
  - II. continuation of the Disability Focus, which provides support to families with needs related to their child's disabilities (this element continues to be ring-fenced)
  - III. a clearer focus on support for parenting

IV. a clearer focus on support for young people.

13. Other related activities, like childcare, support into employment and welfare benefit advice, would no longer be eligible for Families First funding because Welsh Government commit funding through specialist programmes and initiatives.
14. The original contracts were due to expire on 31<sup>st</sup> March 2017, so in December 2016, Children's Services took a report to Cabinet which secured agreement to exercise an option to extend the majority of contracts for a 12-month period, subject to confirmation of funding. The purpose of this was to establish a transition year (as allowed by the decision paper) which would enable a full recommissioning process to take place with a managed transition to the new delivery arrangements.
15. Shortly after this Cabinet decision, Welsh Government confirmed funding for 2017-18 at the same level as for 2016-17. The Council consequently extended all of the contracts apart from the Sustainable Employment package and two other individual projects that did not fit with the new directions, in line with Cabinet's decision.
16. The same Cabinet report also delegated authority to the Director of Social Services to take decisions in relation to short-term commissioning arrangements. In line with this, the funding released by decommissioning the Sustainable Employment package is being used to develop arrangements for an 'Early Help Front Door'. Further information about this development and the plan for future commissioning is contained in the proposals set out in paragraphs 39-43 below.
17. Welsh Government published the final guidance for the new programme in April 2017. This confirmed the direction of travel for the Families First programme set out in the decision paper but provided additional detail about the services to be commissioned.
18. The Guidance does not specify a set programme length for the new arrangements. Welsh Government receives the funding allocated to the Families First programme from the Westminster Government on an annual basis and so is not in a position to be able to provide indicative budgets for future years. However, the Cabinet Secretary has confirmed his commitment to continue to support the Families First programme and Welsh Government officials have said that this can be assumed to be for the current Assembly term. A letter from Welsh Government is attached at **Appendix A**.
19. The current report is intended to secure agreement for recommissioning arrangements, which will deliver a programme in line with the new Guidance but which also meet Cardiff's local needs and priorities.

**Proposed commissioning approach for the new programme**

20. Contract monitoring and stakeholder engagement have confirmed that Families First has delivered services that have made a real difference to

families in Cardiff. These services provide a wide range of help ranging from light touch advice and information to more intensive support for longer periods of time to around 20,000 individuals each year. However, we also know that our systems for identifying when families need help and ensuring that they receive the support they need, could be clearer and better embedded. The context in which we are working has also changed, with a greater emphasis on early intervention and prevention through Cardiff's Early Help Strategy and in the implementation of the Social Services and Wellbeing Act (Wales) 2014 and the Wellbeing of Future Generations (Wales) Act 2015.

21. During the current transition year, it has been a priority to maintain provision. However, recommissioning gives us a chance to learn from our experience during the first programme to improve arrangements. We also need to address some of the gaps that have been identified in the Cabinet Secretary's decision paper and locally during stakeholder engagement. This is a real opportunity for Children's Services to recommission in line with the new Welsh Government guidance, to build on areas of success and address areas for development. In particular, it is an opportunity to use the Families First funding more strategically to reduce the numbers of children and young people needing more intensive interventions, such as becoming looked after.
22. The recommissioning proposals set out here take a number of key drivers into account:
  - the Guidance for the new Families First programme;
  - a review of the current programme which has been carried out with stakeholders, including children, young people and their families as well as professionals, and which has identified what has worked well, and what we can do to improve arrangements;
  - an analysis of contract monitoring information and business intelligence from the current programme;
  - the Pilot to roll out use of the Families First 'JAFF' [Joint Assessment Family Framework] as a first level assessment, which was carried out as part of the implementation of Cardiff's Early Help Strategy and associated work with schools to develop a 'graduated response' where family needs are identified;
  - the changing context of delivery, including the implementation of relevant legislation (specifically the Social Services and Wellbeing Act and the Wellbeing of Future Generations Act);
  - improved alignment with other tackling poverty programmes such as Flying Start and Supporting People but also the need to identify and respond to the changing delivery arrangements as Communities First ends;
  - the Population Needs Assessment which was published in April 2017 - this was led by Public Health Wales, Cardiff and Vale Team, as part of the implementation of the Social Services and Wellbeing Act.
23. The financial guidance for Families First specifies that the funding must not be used to deliver statutory services. However, we have received clarification that funding may be used to deliver wider early help services

and contribute to the provision of Information, Advice and Assistance under the Social Services and Wellbeing Act.

24. The sections below set out the main lessons learned from the review and stakeholder engagement, and how these have been applied to inform the proposed arrangements for each of the four key elements identified in the Families First Guidance.

#### Lessons learned from the Review

25. The review focused on what has gone well, and what we need to do differently, either to improve arrangements or to respond to the changing context. The main lessons are set out in paragraphs 26-36 below.
26. **Information and Communication.** Service users and professionals alike have said that there needs to be clearer information about services. Often there are good services available, but people either do not know about them or are unclear how to access them. In response, we need to improve the ways in which information about services is made available and provide clearer pathways.
27. **Services.** Current services report good outcomes for service users, with evidence that they are better off as a result. However, service users have told us that they are often confused about how to access the right services. They have also said that they want services which are available when they need them (including outside of 'office hours') and for as long as they are needed.
28. The original programme set out to commission six coherent themed packages of services. However, the original commissioning approach resulted in service packages that actually comprise 60 individual projects, which often operate independently from each other. Different providers deliver similar services in different areas of Cardiff. A number of providers deliver linked services across more than one of the packages. The original process was designed to commission *services*, but these were not supported by a shared and clear system for ensuring that families receive the right services.
29. In response, we need to secure a more coherent service offer, underpinned by a shared system with a clear entry point and assessment so that families receive the most appropriate type and level of service. We also need to ensure follow-through to other services if needed, with arrangements for progression and maintenance. There is an opportunity here to use the Families First funding to support a wider transformation of service delivery in Cardiff, with greater emphasis on prevention.
30. **Programme Management.** Robust arrangements have been put in place for programme management, which meet Welsh Government and audit requirements. However, the current arrangement is delivered via contracts with a Lead Provider for each package, who then has sub contracts with a range of providers sitting underneath. This arrangement requires programme managers in each package in addition to the officers responsible for contract management in the central Families First team.

This has led to a complex set of reporting arrangements and an overly bureaucratic process.

31. Because the Council was required to 'tender' alongside external providers in the first commissioning process, this has led to a situation where the Council pays an external provider to pay a Council service area to deliver.
32. In response, we need a simpler arrangement for reporting and contract management so that a higher proportion of funding can be directed to service delivery. It is also proposed that we identify those areas where it is appropriate to deliver in-house and put those areas out of scope for external procurement.
33. **Joint Commissioning.** The Families First Guidance asks local authorities to consider where a joint commissioning approach would make most effective use of available funding. This covers joint commissioning of services across programmes as well as with neighbouring local authority areas. In the current programme, only one service has been jointly commissioned, where the contract with SPICE for Time Credits (which is one of the infrastructure projects) has been jointly commissioned with Communities and Housing.
34. Strategic discussions have identified a number of areas where there is potential duplication and where we could work more effectively by working together. In particular, there has been overlap with the Domestic Violence services and housing advice for young people.
35. The services we provide for families who have needs related to their child's disability also needs to take account of the Disability Futures programme. This programme was set up across Cardiff and the Vale of Glamorgan because of a shared commitment to develop integrated opportunities to work collaboratively for improving services for disabled children, young people and their families.
36. The review has identified a number of new opportunities for joint commissioning. This approach could make more effective use of the available resources and reduce the risk of duplication.
37. The lessons set out above have informed the planning for each of the four main areas of provision identified in the Families First Guidance. Further detail about the proposed approach to each of these is set out below. They include proposals for services to be commissioned for commencement on 1<sup>st</sup> April 2018 (Phase 1) and interim arrangements which will enable other proposed services which require a longer time scale (for reasons which are set out in this report) to be commissioned at a later stage (Phase 2).
38. The central Families First team has also used this information to complete an Options Appraisal, which is attached as **Appendix B**.

Team Around the Family Model

39. National Evaluation of Families First has confirmed the importance of a Team Around the Family approach in providing effective support for families. Cardiff TAF team engages with families who have more complex needs (needing four or more services) to identify the support and services they need and then to coordinate those services. The TAF team also currently provide a 'Freephone' Service, which provides information and advice about services for families and professionals.
40. Development work during this transition year has identified that the TAF team and Freephone service have a central role to play in the provision of Information, Advice and Assistance. This is a requirement under the Social Services and Wellbeing Act and is intended to provide access to lower level interventions that will reduce the numbers requiring statutory care packages. For Children's Services, it is particularly important to reduce the numbers of children who become looked after or enter child protection.
41. Work has been taking place with Tros Gynnal Plant, the TAF Provider, to develop an Early Help Service, which will provide the central element in a clear 'Early Help Front Door'. Agreement for this will provide additional capacity to deliver enhanced key working for high-risk families, and to develop an alternative contact point with the aim of reducing the numbers of referrals to the Multi Agency Safeguarding Hub [MASH]. Children's Services have also committed two social workers to work with the Early Help Service to provide consultancy and ensure an effective interface with MASH.
42. The development of the Early Help Service as part of Families First will help to deliver better arrangements that are wider than Families First. A project is underway which is exploring how other services and programmes will be able to link in to the 'front door'. In addition to the commitment from Children's Services, the project is exploring links with the Family Information Service, Health (including Mental Health and Substance Misuse Services), and the employability 'Gateway' that is being developed post Communities First. This may result in co-location of some elements, but also clearer pathways between services and programmes.
43. The pilot needs to have sufficient time for the new arrangements to be tested. It is proposed that the most effective way to achieve this is to make an agreement with Tros Gynnal as an extension to their main TAF contract for an interim period to allow proper evaluation to take place. This Cabinet Report seeks delegated authority
  - to make commissioning arrangements with Tros Gynnal Plant for the pilot TAF/Early Help Service to run until end of March 2019 (Phase 1).
  - to secure delivery of a new combined service (TAF plus Early Help) during autumn 2018 and to delegate authority for commissioning decisions to the Director. The pilot evaluation will identify the best route and model to inform decision-making (Phase 2).

#### Disability Focus

44. The current Families First Disability Focus package delivers much-needed support for families who have significant needs relating to their children's disability but who do not meet the threshold for support from statutory Children's Services. During the first programme, a great deal of work was

done to develop the relationship with Children's Services to ensure that families receive the right level of support.

45. The statutory partners in Cardiff and the Vale of Glamorgan have identified that a regional approach is needed to deliver more effective and equitable services for disabled children. A Change Manager was appointed in 2015 and she has led the Disability Futures programme. This programme has explored opportunities for either jointly commissioning services or having complementary services across the two areas. She has also managed a project under the Integrated Care Fund, which has enabled joint approaches to be piloted across the two areas. This has covered both statutory services and complementary services delivered by the Families First programmes in both areas.
46. The Disability Futures programme has identified a number of areas where Families First services might be jointly commissioned, including Independent Living Skills and specialist parenting for families where children have been diagnosed with ADHD and ASD. However, the Disability Futures programme is still exploring options and piloting approaches.
47. This report seeks delegated authority for all commissioning decisions, in line with recommendations brought forward to the Disability Futures Programme Board and ISfC Board, to secure effective services for disabled children. This will include
  - interim arrangements to extend current services, where it is recommended that these should be maintained, during Phase 1 while proposals and arrangements are still being brought forward and to enable alignment of timescales for joint commissioning where this is needed
  - Commissioning decisions during Phase 2 in line with the proposals brought forward to the Boards, which may include single and joint commissioning arrangements.

### Parenting

48. The current programme provides a wide range of services that support parents. It has also included the work of a Parenting Coordinator who has been responsible for developing Cardiff's Parenting Framework. Parenting has been one of the services that has been in greatest demand in the original programme as well as one of the main requirements for the new programme.
49. However, the way in which the original services were commissioned resulted in very fragmented delivery by a number of different service providers, delivering both generic and area-based services across different packages. As a result, parents have sometimes been 'bounced' from one service to another before they have been able to access the right service, or have disengaged.
50. One of the priorities of these proposals is to secure a more coherent, single service, with a single point of entry that will ensure that parents get the most appropriate parenting service. The Options Appraisal identifies

that there would be additional benefits if this service is aligned to the Flying Start programme. While the level of funding allocated to Families First would not enable the Flying Start offer to be replicated in non-Flying Start areas, shared management could deliver a more consistent approach and bring benefits to both programmes.

51. An important element to ensure consistent, quality delivery is a programme for workforce development. There has been a small workforce development programme within the current programme, but the new approach requires a more strategic approach, in line with the National Occupational Standards for work with families, including accreditation. This could also provide new progression routes for families through a shared approach with Flying Start's 'Returning to Learning'. This element would also support awareness raising and training in relation to Child Sexual Exploitation for both professionals and parents/carers.
52. The team that manages the Flying Start programme within Education Services has a great deal of experience and expertise in Parenting. However, a number of other kinds of support for parents are needed to complement the parenting offer. Delivery of health services such as nutrition and support for speech and language development are essential to the early years offer. Specialist services are also needed to address low-level mental health issues in parents below the level of Adult Mental Health Services and to help families to deal with inter-parental conflict, bereavement, trauma and loss.
53. The review has also identified a joint commissioning opportunity in relation to domestic abuse. This is a major presenting issue for families. The current programme delivers two projects but there was potential duplication.
54. This report requests delegated authority to make decisions to secure services for parents. The possible proposed routes identified following the Options Appraisal are:
  - to enter into a Service Level Agreement for delivery of the main Parenting Service in-house so that this can be effectively aligned to Flying Start delivery – this element will include management of workforce development (Phase 1);
  - to enter into an agreement with Cardiff and Vale University Health Board (subject to further legal and procurement advice) for services which require specialist health delivery (Phase 1);
  - to proceed to tender for other complementary services where it makes sense for these to be delivered by a specialist organisation (Phase 1);
  - to extend the current domestic abuse projects for 12 months (during Phase 1) to enable joint commissioning to take place as part of the commissioning plans being brought forward by Housing and Community Services (Phase 2).

55. The current programme provides a wide range of projects which support the emotional and mental health and wellbeing of young people, promote healthy lifestyles and help to prevent young people from becoming NEET (not in Education, Employment or Training). Much of this is delivered via schools. However, schools are often confused by the number and range of different projects, and there is inconsistency in whether and how they access these services.
56. Families First officers have worked with school representatives to start to develop clearer and more consistent routes to access services for individual young people and their families. It has identified that schools want a clear and simple way to identify when young people and their families need additional support. They also need access to practitioners with the right skills and expertise to be able to engage with families in the way that was proposed in the Early Help Strategy.
57. Planning for this area of work also takes into account the priorities for children and young people identified in the Population Needs Assessment. This confirms the importance of support for young people's emotional and mental health and wellbeing and preventative work around risky behaviours and disengagement from education and training. Working with young people to reduce the incidence of Child Sexual Exploitation is also a priority for the city.
58. Many of the current emotional and wellbeing projects and elements of Youth Mentoring are already located within Education Services. As part of this, the Youth Service has developed a 'Vulnerability Assessment Profile' [VAP] with secondary schools to identify when a young person has issues around attendance and behaviour. This VAP was developed in line with the Welsh Government's Youth Engagement and Progression Framework. The work with schools has identified that the VAP could be extended to cover both secondary and primary phases to underpin a 'graduated response' to address the needs of children, young people and their families.
59. The Options Appraisal identified that managing the main elements of support for young people within the Education Service would enable the Council to make most strategic use of the funding. It could underpin a more effective system for identifying when individuals and families need additional support. This would also enable sustainable arrangements to be put into place through providing training and supporting schools to introduce their own strategies for pupils' wellbeing. This would also help to deliver on a number of key initiatives for Cardiff, particularly the Early Help Strategy, 20:20 Vision, the Cardiff Commitment, UNICEF Child Rights Partnership and the Child Sexual Exploitation Strategy.
60. It is vital to locate the main responsibility for this element to be delivered in-house to ensure the best strategic use of the funding. This arrangement would take advantage of the specialisms that exist within the Council. However, the review has identified a number of areas of complementary provision where the best route is to commission from external providers.

61. The review has also identified a joint commissioning opportunity for services with the Supporting People programme in relation to support for young people with housing needs. This could also contribute to an exciting new City Centre Youth Hub, which would provide a 'one stop shop' and early help front door for vulnerable young people over the age of 16.
62. This report requests delegated authority to make decisions to secure services for young people. The possible proposed routes identified following the Options Appraisal are:
- to enter into a Service Level Agreement for delivery of the main Youth Support Service in-house so that this can be effectively aligned to work with schools and support the Cardiff Commitment (Phase 1);
  - to enter into an agreement with Cardiff and Vale University Health Board (subject to further legal and procurement advice) for services which require specialist health delivery (Phase 1);
  - to proceed to tender for other complementary services where it makes sense for these to be delivered by a specialist organisation, this could include a Sexual Health Outreach Team and bespoke pre/entry level training opportunities (Phase 1).
  - to extend the current Housing Advice project delivered by Llamau for 12 months (during Phase 1) to enable joint commissioning to take place as part of the Supporting People commissioning plans being brought forward by Housing and Community Services (Phase 2).

### Infrastructure

63. The current programme includes a number of elements that support the whole programme. These have been secured via a number of routes and did not form part of the original commissioning plan but were managed by the Operational Manager who was responsible at that time for the Families First programme.
64. This element of the programme funds the central Families First team, now located within the Central Business Unit of Social Services. This team is essential to ensure financial and performance monitoring meets the requirements for Welsh Government and for audit. However, following a review, a decision has been taken to realign the central management functions and team. This will enable additional funding to be allocated to the new delivery arrangements for the Parenting Service. It is also proposed that the Parenting Coordinator function will transfer from the central team to the Parenting Service.
65. It is proposed that additional funding should be allocated to improve information and communication about services, in line with the feedback from stakeholder engagement. The route for this would be to fund additional capacity within the Family Information Service [FIS]. This would enable most effective use of funding, aligned to the statutory function of FIS and will include support for Cardiff's Disability Index.
66. The current programme also supports the Sprout young people's information service. This has provided an important route for young people to find out about services available for them, with young people engaged

in the editorial board and contributing content. Provision of information for young people has been identified as one of the priorities for Cardiff as a UNICEF Child Rights Partner. It is proposed that we maintain funding for theSprout. However, if this is agreed, it will need to be re-tendered.

67. Families First funding has enabled the Time Credits programme to reward and encourage volunteering across the city. This programme has also supported engagement of young people and families, which has contributed to the review and to co-production of the Early Help Service. The contract is held centrally for the Council by Communities and Housing and it is proposed that we continue to maintain our commitment to this provision to support engagement during the next programme.
68. The programme also includes support for services that are working with families with home languages other than Welsh and English via the Welsh Interpretation and Translation Service [WITS]. This was delivered by way of the Council's Partnership Agreement during the first programme. The Council is now taking over the lead for WITS across Wales and it is proposed that we maintain this element of support for the programme.
69. This report requests delegated authority for any decisions that relate to commissioning within the infrastructure elements. Other day to day management decisions will remain the responsibility of the Operational Manager responsible for the Families First programme.

#### Proposed Commissioning Plan

70. Working with officers from Legal Services and Procurement, the central Families First team have put together a proposed outline project plan for the re-commissioning process. This builds in the timescales needed for stakeholder engagement, decision-making via Council and Cardiff Partnership governance arrangements, compliance with OJEU regulations and a transition period to ensure a smooth progression to new arrangements for service users. The proposed outline plan for the main arrangements in Phase 1 is set out below:

<b>Governance Arrangements</b>	<b>Commencement Date</b>	<b>End Date</b>
Cabinet decision to proceed with proposed commissioning arrangements	27 <sup>th</sup> July 2017	27 <sup>th</sup> July 2017
Communication with the market about the outcome of Cabinet decision	27 <sup>th</sup> July 2017	End August 2017
Finalisation of specifications, Officer Decision Report and call in period	July 2016	End August 2017
Agreement of SLAs and delivery against specifications with internal service areas and C&VUHB	July 2016	End December 2017
Commissioning and Procurement Process	September 2017	January 2018

Award of contracts		January 2018
Mobilisation Period and exit arrangements for decommissioned services	January 2018	31 <sup>st</sup> March 2018
New Contract/SLA Start Date		1 <sup>st</sup> April 2018

71. The following overall allocations are proposed for the main elements of provision. However, some variation may be needed following consultation with the market and negotiation around the SLAs and agreements with Health. This report requests permission for any variations to be agreed as part of the delegated authority:
- Combined Early Help Service - £650,000
  - Parenting (in-house and external) - £1,755,000
  - Youth Support (in-house and external) - £1,220,000
  - Disability Focus - £400,000
  - Family Wellbeing Service - £500,000
  - Domestic Abuse (contribution to joint commissioning) - £49,600
  - Youth Homelessness (contribution to joint commissioning) - £104,852
  - Infrastructure elements - £393,311
72. This report requests permission to secure services until 31<sup>st</sup> March 2022. For agreements where the contract starts on 1<sup>st</sup> April 2018, this will result in a term of four years, but with an option to extend for two further period of 12 months if needed. This proposal reflects the length of the current Welsh Government term. Other agreements may vary, depending on the commissioning arrangements agreed (e.g. joint commissioning) but with a view to establishing a similar term.
73. It is proposed that all agreements will be subject to the availability of funding, and will contain provision to vary the contract if there is a reduction in funding from Welsh Government and a break clause if there is a complete withdrawal of funding.

#### Decommissioning of current services

74. The proposals set out in this report are intended to introduce significant changes to the way in which services are delivered. The services that meet both the requirements of the Guidance and local priorities will be maintained, but may be delivered in a different way. However, the changes will require some services to end, either where the new programme has to allocate additional funding for the identified priorities, or where any remaining services do not fit with the new directions. For example, the December Cabinet decision agreed to maintain the childcare elements during the transition, on the basis that the Welsh Government's new childcare offer had not yet been rolled out. However, we will not be able to support childcare in the new programme.
75. Where the same service is delivered but via a different provider, arrangements may be subject to TUPE.

76. The timescale set out in the project plan at paragraph 70 allows time for mobilisation of the new arrangements. Work will take place with current providers to identify exit strategies for all services that will not be continuing, which will include arrangements to transfer and service users who may continue to need services to the new provision.
77. Under the terms of the Contracts, the current agreements will cease automatically on 31<sup>st</sup> March 2018 unless the option to extend for a further 12 months is exercised. This report contains proposals that could extend a small number of elements. However, although we do not have a legal requirement to do so, we intend to give notice to providers that the current arrangements will end in order to enable them to plan their exit strategies and to manage a smooth transition to the new arrangements.

### **Equality Impact Assessment**

78. The central Families First team have completed an Equalities Impact Assessments [EIA] for the changes that are proposed across the programme and a copy of the same is attached as **Appendix C**. Findings from this assessment have informed the proposals set out in this Cabinet report. Further EIAs will be completed for any additional specific areas of risk identified following this Cabinet decision.

### **Consultation**

79. There has been regular communication with Lead Providers for the current service packages to keep them updated about the planning process and opportunities to contribute to the stakeholder engagement sessions.
80. The Families First team facilitated a series of three workshops with current and potential providers of services, as well as practitioners in related services. While they were not asked to comment on the specific proposals contained here, their general observations have informed this Report and the proposals for new delivery arrangements set out here.
81. Children, young people and families have contributed to the planning in a number of ways:
  - A Service User voice event was held in November 2016, which provided families to talk about the services that were important to them and the way in which these should be delivered.
  - The central Families First team commissioned a more extensive piece of co-production work to take place with families, which took place between September 2016 and March 2017. This was led by Cardiff University, working with Tros Gynnal Plant and SPICE. This involved questionnaires and focus groups with professionals and families, face to face interviews, a 'rapid ethnography' with a small number of families and a family 'takeover event'. Its main purpose was to inform development of 'step down' arrangements from Children's Services, but it has also informed the wider proposals.
  - The plans have also been informed by the findings of the Young Inspectors in their inspections of current services and in additional

focus groups and questionnaires completed as part of joint work with the Public Health team for the Area Population Needs Assessment.

82. Arrangements are also being put into place to support children, young people and parents/carers in the evaluation process.
83. Representatives of Schools have helped to inform the proposals set out here in a number of ways. A number of primary and secondary schools were involved in the JAFF pilot. Following on from this, a working group of schools has helped to develop the model, which it is hoped will be put into place through these proposals. This work has reported to a steering group within Education Services, involving senior managers and Head teachers.
84. Under the governance arrangements for Cardiff Partnership, the Early Intervention and Prevention Group has provided a multi-agency forum that has informed the proposals for developing early help arrangements. This group was responsible for developing Cardiff's Early Help Strategy and the alignment of Families First funding will enable implementation of the action to develop more effective arrangements.
85. A verbal briefing on the proposed commissioning approach was taken to the Improving Services for Children Board on 24<sup>th</sup> March 2017. Members of the Board approved of the approach that is proposed in this report.
86. Senior members of the central Families First team have attended two meetings of C3SC's Children, Young People and Families Network. They have briefed members on the process and direction of travel, and answered questions related to this from members of the network.
87. The draft Cabinet report was considered by the Children & Young People Scrutiny Committee on 19 July 2017. The letter from the Chair of the Committee is attached at Appendix D
88. This report does not relate to a local issue as the Families First Programme is delivered city-wide.

### **Reason for Recommendations**

89. To secure agreement and delegated authority for the proposed arrangements for recommissioning the Families First programme in Cardiff and the timescale for contracts and SLAs.

### **Financial Implications**

90. The report seeks agreement and delegated authority for proposed arrangements for the re-commissioning of the Families First programme in Cardiff. The programme is currently wholly funded via a grant from Welsh Government. In 2016/17 the grant amounted to £5,073,000, with a current allocation of £5,092,000 for 2017/18. The programme is wide ranging and will include a number of separate SLAs and procurements. It is essential that specifications for services are designed so that they can be delivered within the overall level of Families First grant funding provided by Welsh

Government. As noted in the report, all agreements will be subject to the availability of funding, and will contain provision to vary the contract if there is a reduction and a break clause if there is a complete withdrawal of funding. It is also important that all the proposed schemes and commissioned services are in compliance with the terms and conditions of the Families First grant.

### **Legal Implications**

91. The recommendation sought, put simply, is to authorise the proposed phased approach to the recommissioning of grant funded services and arrangements under the Families First Programme.
92. It is noted that under the phased approach the Directorate proposes to put in place a myriad of different, and complex, arrangements including (i) extending current contracts, (ii) entering into arrangements with the Health Board, (iii) potentially entering into arrangements with the Vale of Glamorgan Council (iv) procuring services from external providers and (v) delivery of some of the services in-house.
93. To the extent that the arrangements require an extension to the existing contracts, then it is noted that when the existing contracts were originally procured the tender documentation contained provisions for the same to be extended up to 31 March 2019. Accordingly, the proposals to extend some of the existing contracts are legally achievable and do not give rise to procurement law issues.
94. Legal Services are instructed that under the proposals the Directorate may issue low value contracts via a single tender route. This should not pose any procurement law issues provided that the said contracts are below the relevant thresholds to which the Public Contracts Regulations 2015 apply and that the Directorate is satisfied with regards to best value by entering into such arrangements.
95. Legal Services notes that some of the proposed longer-term arrangements are still being developed and that the same could range from joint working arrangements, delegation of functions, letting contracts for services. Legal advice should be sought at the appropriate time to ensure that any such proposed arrangements are in compliance with all relevant legislation (including, without limitation, Sections 166-169 of the Social Services and Well-being (Wales) Act 2014).
96. The report recommends delegating authority to the Director of Social Services to deal with all aspects of commissioning and any associated arrangements which may be required in relation to the Families First Programme. This is a substantial delegation and legal advice should be sought on the individual proposals as the same are developed. Further it is noted that, where appropriate, some matters may have to be reported back to Cabinet.
97. Detailed advice should be sought as to whether the proposals give rise to any employment law issues (TUPE).

98. To the extent that any of the proposed arrangements are grant funded then prior to concluding any such arrangements the terms and conditions attaching to such grants should be checked to ensure compliance with the same.
99. The report refers to consultation undertaken. The carrying out of consultation gives rise to a legitimate expectation that the outcome of the consultation will be considered as part of the decision making progress. The decision maker should have regard to such consultation when making its decision.
100. The decision maker should also have regard when making its decision to the Council's wider obligations under the Social Services and Well-being (Wales) Act 2014 and the Well-being of Future Generations (Wales) Act 2015. In brief, both Acts make provision with regards to promoting/improving well-being.
101. The proposals give rise to a substantial piece of work and will require appropriate legal resource.

### **Equality duty**

102. 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.
103. The report identifies that an Equality Impact Assessment has been carried out and is appended at Appendix C. The purpose of the Equality Impact Assessment is to ensure that the Council has understood the potential impacts of the proposal in terms of equality so that it can ensure that it is making proportionate and rational decisions having due regard to its public sector equality duty. The decision maker must have due regard to the Equality Impact Assessments in making its decision.
104. Legal Services are instructed that as the proposals are developed the same will be subject to further and/or updated Equality Impact Assessments.

### **HR Implications**

105. There are a number of HR implications which could be possible based on this report but will not be known specifically until the commissioning has commenced. However, any requirements under the Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE) will be

considered and legislation will be complied with whether it relates to Council employees or employees of current contractors.

106. Also if any contracts which are currently delivered by Council employees are transferred to a contractor the Code of Practice on Workforce Matters 2014 will also apply.
107. If any of the changes made through the commissioning process, also require any restructuring of the Families First Administration section, this will be carried out in compliance with the corporately agreed Council processes and procedures.
108. The details of this report have been consulted on initially with Trade Unions and any affected employees, and this consultation will throughout the process.

## **RECOMMENDATIONS**

Cabinet is recommended to;

1. Agree the proposed phased approach to the recommissioning of the next Families First Programme grant funded services as set out in the body of the report;
2. Subject to recommendation 3, to delegate authority to the Director of Social Services in consultation with the Cabinet Member for Children and Families and the Cabinet Member for Finance, Modernisation and Performance, and Section 151 and the Director of Governance and Legal Services for all aspects of commissioning (including the award of contracts) and any associated arrangements which may be required in relation to the next Programme, namely
  - a) Arrangements for the pilot of the Early Help Service and any subsequent longer-term arrangements which may be put into place following the pilot;
  - b) Service Level Agreements with the relevant Council service areas (including the Education department) for delivery of the main Parenting and Youth Support Services;
  - c) Arrangements (in a form to be determined and subject to advice) with Cardiff and Vale University Health Board for services which require specialist health delivery;
  - d) Arrangements to extend any current contracts within scope of the Families First Programme to enable new arrangements to be put in place and subject to the existing contracts containing provisions to extend the same;
  - e) To explore and develop joint working arrangements with the Vale of Glamorgan Council and to enter into any subsequent joint working arrangements agreed (save for any joint working arrangements

which include a delegation of a Council function to the Vale of Glamorgan and/or the delegation of a Vale of Glamorgan Council function to the Council whereupon the matter will be reported back to Cabinet);

- f) Commissioning arrangements for other complementary services in relation to the Families First Programme including the award of contracts.
3. Agree that, subject to all contracts and arrangements being made to include appropriate provisions in relation to the availability of grant funding, the term of such agreements and arrangements will be not go beyond 31st March 2022.

**TONY YOUNG**  
**DIRECTOR**  
21 July 2017

*The following appendices are attached:*

- Appendix A – Letter re funding from Welsh Government
- Appendix B – Options Appraisal
- Appendix C – Equality Impact Assessment (overall programme)
- Appendix D – Letter from Chair of Children & Young People’s Scrutiny Committee dated 21 July 2017

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Dirpwy Gyfarwyddwr Is-adran Teuluoedd  
Deputy Director Families Division

Flying Start Coordinators  
Families First Coordinators

Llywodraeth Cymru  
Welsh Government

February 2017

Dear colleagues,

You should have received your indicative budget allocation letter for 2017/18 and should receive the final allocation letter in March. We have received a number of comments and queries about both the one year budget settlement and the future of the Flying Start and Families First programmes. The reasons for the one year settlement were set up by the Cabinet Secretary for Finance and Local Government in his Final budget where he noted:

“This year’s budget process has been undertaken against the backdrop of unprecedented levels of uncertainty, following the outcome of the European Union referendum but also relating to the fiscal outlook, which presents a number of challenges.

This has inevitably had an impact on our budget preparations, including the time available to undertake our planning for this year’s budget. While it was our ambition to provide longer-term financial certainty for our partners and stakeholders, the lack of clarity ahead of the publication of the UK Government’s Autumn Statement about the revenue resources available to Wales beyond 2017-18 made it impossible to realise this ambition. For this reason, we have developed a one-year revenue budget.” <sup>(1)</sup>

I appreciate the challenges a one year budget provides and that it is not ideal, and many of you have asked for some assurance that both Flying Start and Families First will continue to be funded beyond 31 March 2018. The Cabinet Secretary for Communities and Children has made clear his commitment to the continuation of both Flying Start and Families First. The intention to continue delivering Flying Start was noted in the Welsh Government’s new Programme for Government, ‘Taking Wales Forward’ document and the Cabinet Secretary has publicly stated his support for Families First on several occasions, including during his appearance before the National Assembly for Wales Children, Young People and Education Committee on 2 November 2016, and at the recent Flying Start and Families First conference. <sup>(2)</sup>

Furthermore, he wants to see close working between both these programmes to maximise the outcomes for families in Wales.

(1) [Welsh Government Final Budget 2017-2018 – Explanatory Note](#)

(2) [Press Release – Flying Start & Families First National Conference – 7 December 2016](#)

I hope this provides clarification of the current situation; if you have any further queries or concerns, please contact the Flying Start or Families First mailboxes.

[FlyingStart2@wales.gsi.gov.uk](mailto:FlyingStart2@wales.gsi.gov.uk)  
[familiesfirst@wales.gsi.gov.uk](mailto:familiesfirst@wales.gsi.gov.uk)

Yours sincerely,



Alyson Francis

**Dirpwy Gyfarwyddwr - Yr Is-adran Plant a Teuluoedd**  
**Deputy Director - Children and Families Division**

(1) [Llywodraeth Cymru Cyllideb Derfynol 2017-2018 – Nodyn esboniadol](#)

(1) [Welsh Government Final Budget 2017-2018 – Explanatory Note](#)

(2) [fff](#)

(2) [Press Release – Flying Start & Families First National Conference – 7 December 2016](#)



<b>Project Title:</b>	Families First Recommissioning		
<b>Project Manager:</b>	Angela Bourge		
<b>Project Executive:</b>		<b>Date:</b>	26/06/2017
<b>Project Reference</b>		<b>Version No:</b>	

### Introduction / Background

What problem or opportunity prompted this Options Appraisal?

Families First is one of the Welsh Government's main tackling poverty programmes. City of Cardiff Council commissioned the first programme in 2012. In April 2017, Welsh Government published Guidance that provides a new focus for the programme. They wanted to clarify the particular contribution of Families First, while encouraging alignment with other programmes and initiatives. The new Guidance requires local areas to maintain elements of service provision linked to Disability and the Team Around the Family [TAF] model, but asks for a greater focus in relation to Parenting and Youth Support. A number of elements, such as support into employment and childcare, will no longer be eligible for Families First funding because they are being supported by other funding streams.

Since the original Families First programme was commissioned, the strategic context has also changed. Cardiff has developed an Early Help Strategy (2015) which provides the framework for developing more effective early intervention services. This is intended to reduce the numbers of children receiving higher tier interventions, particularly to reduce the number becoming looked after. At the same time, Cardiff is responsible for implementing the Social Services and Wellbeing Act 2014. This also places a greater emphasis on early intervention and, as part of this, requires the city to make arrangements for Information, Advice and Assistance.

Guidance for a new Families First programme provides an excellent opportunity to review the current service provision as well as the arrangements for accessing those services to make sure that the new programme meets Cardiff's current priorities for early help. The central Families First team have been carrying out a review with the aim of identifying what has worked well and what we need to do differently. They have listened to service users (young people and their families), as well as to practitioners (current providers, potential providers and aligned services).

This review has identified that the first programme has delivered some excellent services and that many families say that they are better off as a result. However, it has also identified that the way in which the first programme was commissioned has led to a confusing array of different projects and that families and practitioners alike are often confused about what services are available. They are also often unclear about how to ensure that they, or the families they are working with, receive the right services.

The original programme set out to commission six coherent themed packages of services:

- I. Early Years – led by Cardiff and Vale University Health Board
- II. Child and Youth Engagement – led by City of Cardiff Education Services
- III. Sustainable Employment – led by Sova (decommissioned end March 2017)
- IV. Healthy Lifestyles – led by Cardiff and Vale University Health Board
- V. Emotional and Mental Health and Wellbeing – led by Barnardo's
- VI. Disability Focus – led by Action for Children

However, the original commissioning approach resulted in service packages that actually comprise 60 individual projects, which often operate independently from each other. Different providers deliver similar services in different areas of Cardiff. A number of providers deliver linked services across more than one of the packages:

- Elements of parenting support currently feature in all five remaining commissioned packages under Families First: Early Years, Child and Youth Engagement, Healthy Lifestyles, Emotional Mental Health and Wellbeing, and Disability Focus. Within these packages, over 20 separate projects contribute towards a parenting outcome. Some projects currently deliver evidence-based programmes for parents, alongside a mix of 1-1 provision and tailored support. This presents a problem in terms of an apparent lack of coherence of a parenting offer, making provision complex to understand for referrers and service users alike.

- Elements of Youth Support currently feature in three of the five commissioned packages under Families First: Child and Youth Engagement, Emotional Mental Health and Wellbeing, and Healthy Lifestyles. Again, around 30 separate projects deliver a variety of different kinds of support for young people, both school-based and community-based.

Having different elements of provision across different packages makes contract monitoring complex and it is more difficult to track accountability.

There are also issues in relation to the other two elements:

- The TAF team have supported an effective model of working with families. After the original contract was awarded to Tros Gynnal Plant, an additional grant was made available to develop a 'Freephone' service which would provide a central point of information about services. This service needs to be maintained in line with the Guidance. However, Children's Services have identified that this provision could be developed to provide Information, Advice and Assistance. Stakeholder engagement has also highlighted the need for more flexibility in the criteria for accessing support from the TAF team – currently a family has to need four or more services.
- The Guidance also requires the Families First programme to maintain provision for disabled children and their families. However, statutory partners across Cardiff and the Vale appointed a Change Manager in 2015, with the aim of leading a piece of work to develop more effective and equitable services for disabled children across the two areas. This is being taken forward as a Disability Futures programme, overseen by a programme board made up of senior officers from the main statutory partners. The Families First recommissioning has to take account of the Disability Futures programme in recommissioning plans.

As part of their review, the central Families First team have been working with partners, including colleagues in Council services, schools and health, to develop a set of proposals that are the subject of this options appraisal. They have explored the benefits of in-house delivery versus external delivery. The Disability Futures programme and the requirement to align with other Welsh Government programmes, have also led to a number of opportunities for joint commissioning or for greater alignment through shared management.

This paper outlines options for the delivery of the four main elements required by Welsh Government (Parenting, Youth Support, TAF delivery and Disability Focus). The recommendations will inform commissioning decisions, with the aim of having arrangements for delivery of a more coherent programme in place by 1<sup>st</sup> April 2018.

## Links to Corporate Objectives

Please quote from the relevant strategy or report

### **People in Cardiff are safe and feel safe.**

It is essential for the safety of families in Cardiff that they receive the right support at the right time. We know that it is better to identify problems early and intervene effectively to prevent their escalation to a situation that would be deemed 'unsafe' for the family and for children and young people.

### **Cardiff has a thriving and prosperous economy.**

Evidence indicates that by meeting the needs of the whole family this will have a positive effect and impact on how children and young people perform and achieve at school. Meeting families' needs will ensure transition to employment and education for parents following support.

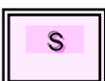
### **People in Cardiff achieve their full potential.**

By supporting families to address their problems and build resilience, they will be more able to achieve their full potential. Improving and enhancing the well-being of families will have a positive impact on their wellbeing and enable them to fulfill their potential.

### **Cardiff is a great place to live, work and play.**

By supporting parenting provision, we will ensure that life chances will be improved for those receiving support. For those employed, professional development will ensure that Cardiff Council has trained staff able to fulfil their role.

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**Cardiff has a clean, attractive and sustainable environment.**

Sustainable resources will be used throughout.

**People in Cardiff are healthy.**

Through the wider Families First offer, families will have access to a wealth of support service that can support families to achieve healthy lifestyles. Emotional health and wellbeing will be improved by this co-ordinated response.

**Cardiff is a fair, just and inclusive society**

By having an offer in line with that delivered by Flying Start, we will be ensuring greater equity in provision for families accessing support.

The proposal also links to and supports the following

- Social Services and Well-Being (Wales) Act 2014
- Well-Being of Future Generations (Wales) Act 2016
- Early Help Strategy (October 2015)
- Cardiff and Vale of Glamorgan Population Needs Assessment
- Adverse Childhood Experiences (ACEs) Research
- Cardiff 20:20 Vision
- Cardiff Commitment
- UNICEF Child Rights Partner programme to become a Child-Friendly City

**Brief Overview of Each Option**

Please explain each option considered

Each of the four elements required by Welsh Government (Parenting, Youth Support, TAF delivery and Disability Focus) will be considered against the four options identified below:

**Option 1: Recommission existing services in current alignment**

**Scope**

- The existing contracts to be extended, or recommissioned as is, with all Families First packages being delivered as currently aligned.

**Option 2: External tender for new services**

**Scope**

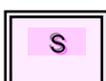
- All service specifications would be reconfigured to reflect new delivery requirements.
- Relevant services would be put out to tender for external delivery following agreed procurement processes and timescales.

**Option 3: In House Delivery**

**Scope**

- All service specifications would be reconfigured to reflect new delivery requirements. However, in this option they would form the basis of SLAs for delivery by relevant Council teams. Services delivered in this way would be put out of scope for tendering.
- Responsibility for workforce development would be aligned to service delivery to ensure consistency in approach and quality assurance in delivery for the children and families workforce.
- This approach could include delivery against an SLA by other statutory partners (viz Cardiff and Vale University Health Board) under the provisions for partnership working. These services would also be put out of scope for tendering.

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## Option 4: Joint Commissioning of Services

### Scope

- Services to be commissioned jointly with other programmes and/or with the Vale of Glamorgan.
- This could be subject to a number of different types of agreement – to be identified as appropriate for the specific service and circumstances. We would need to identify who would be best placed to lead on commissioning.

## Recommended Options with Reasons

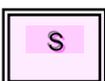
The recommended options from the analysis overleaf should be identified here.

Taking into account the options analyses set out in the tables below the following recommendations are made in relation to the four elements required by Welsh Government:

### 1. Parenting

- I. It is recommended that delivery should be via a coherent service model that would provide a single point of entry directly into the Parenting service. This will best be achieved through one main agreement for Parenting delivery.
- II. Further, it is recommended that this service should be managed in-house. This would enable alignment with the Flying Start programme, to enable greater consistency across Cardiff, and would also deliver clearer management arrangements and economies of scale. This arrangements would maximise the development of a clear, coherent package of support, which is aligned with the delivery of services under the Social Services and Wellbeing Act (Wales) 2014, and therefore the values and ethos of the Early Help and Parenting Strategies for Cardiff delivered through City of Cardiff Council.
- III. A consistent early years approach will also require agreement for delivery of related health services such as Speech and Language and Dietetics. It is recommended that these services should be secured via an appropriate agreement with C&VUHB (subject to legal and procurement advice) to ensure that they are effectively aligned with Flying Start delivery and core delivery.
- IV. However, there are risks identified through ending all arrangements with external providers, especially the access to volunteer support delivered via an organisation like Home Start. Withdrawal of FF funding would also have implications for linked delivery funded by Cardiff and Vale University Health Board. It is therefore recommended that the risks identified should be addressed via the commissioning process, which could result in an external tender (subject to legal and procurement advice). If this route is followed, the specification would require close joint working with the main Parenting service.
- V. It is also recommended that a complementary, specialist Family Wellbeing Service should be externally tendered. This would enable the programme to take advantage of expertise outside of the Council. If this route is followed, the specification would require close joint working with the main Parenting service and to follow arrangements for a clear entry point via the Early Help Front Door.
- VI. The analysis supports a recommendation that any FF provision in relation to Domestic Abuse should be commissioned as part of the strategic commissioning currently being led by Housing and Community Services. This may require some extension of existing arrangements to enable commissioning timescales to be synchronised.

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## 2. Youth Support

- I. It is recommended that delivery should be via a service model that would deliver a coherent Youth Support service. This will best be achieved through one main agreement for Youth Support delivery.
- II. Further, it is recommended that this service should be managed in-house. This would enable alignment with delivery in schools and via Cardiff Youth Service, to enable greater consistency across Cardiff. It would also deliver clearer management arrangements and economies of scale. This arrangement would maximise the development of a clear, coherent package of support, which is aligned with the delivery of services under the Social Services and Wellbeing Act (Wales) 2014, and therefore the values and ethos of the Early Help and Vision 20:20 Strategies for Cardiff delivered through City of Cardiff Council.
- III. However, there are risks identified through ending all arrangements with external providers, especially the access to specialist services like sexual health and bespoke educational opportunities. It is therefore recommended that the risks identified should be addressed via the commissioning process, which could result in external tenders (subject to legal and procurement advice). If this route is followed, the specifications would require close joint working with the main Youth Support service.
- IV. The analysis also supports a recommendation that any FF provision in relation to Housing Advice for young people should be commissioned as part of the strategic commissioning for the Supporting People programme currently being led by Housing and Community Services. This may require some extension of existing arrangements to enable commissioning timescales to be synchronised.

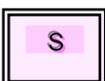
## 3. Team Around the Family

- I. It is recommended that the current pilot arrangements with Tros Gynnal Plant should be extended to enable proper evaluation (subject to advice from legal and procurement but likely to be extension of main TAF contract for a further 12 months and an additional Early Help grant to take delivery to end of March 2019).
- II. Further recommendations for future delivery arrangements should be brought forward based on the outcome of the pilot and informed by the evaluation. At this stage, a new options appraisal might be required.

## 4. Disability Focus

- I. It is recommended that the Disability Futures programme should inform all delivery secured for the new FF programme. This will enable funding to be used most effectively for the priorities identified. It should also deliver more equitable provision for disabled children across Cardiff and the Vale.
- II. However, the Disability Futures programme is still in progress and the priorities and proposed commissioning routes are still being developed. In this situation, it is recommended that interim arrangements are made to maintain current FF services for disabled children and their families pending a clear commissioning plan agreed as part of the Disability Futures programme and so that commissioning timescales can be synchronised. The resulting plan is likely to involve some services that will be jointly commissioned with the Vale of Glamorgan (subject to legal and procurement advice) and some that will be externally tendered to provide new agreements for the Cardiff FF programme.
- III. In relation to existing services, it is also recommended that any service elements where duplication has already been identified should be decommissioned so that available resources can be focused on areas where there is no duplication.
- IV. The recommendations in the two previous points are likely to require an extension of the current package contract for a further 12 months (until end March 2019 and as allowed in current contract), but with variations to take account of developing recommendations from the Disability Futures programme (subject to legal and procurement advice).

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## Analysis of Options

High level analysis of the possible options

### ANALYSIS 1: PARENTING SERVICE

Criteria	Option 1	Option 2	Option 3	Option 4
<b>Benefits</b> <ul style="list-style-type: none"> <li>• <b>Financial</b></li> <li>• <b>Non Financial</b></li> </ul>	<b>Financial</b> <ul style="list-style-type: none"> <li>• Existing service offer would be maintained within the same envelope</li> </ul> <b>Non financial</b> <ul style="list-style-type: none"> <li>• Consistency of approach with current programme</li> <li>• Minimal disruption for service users receiving support</li> </ul>	<b>Financial</b> <ul style="list-style-type: none"> <li>• Competitive tender could identify cost-effective proposals</li> <li>• Possible economies from having streamlined delivery and management</li> <li>• Potential added value from third sector organisations' ability to access other funding and own charitable funds</li> </ul> <b>Non financial</b> <ul style="list-style-type: none"> <li>• Opportunity to benefit from third sector organisations' experience and expertise in delivering support to parents.</li> <li>• Opportunity to commission a more coherent service offer, with a single point of entry, which would provide a delivery model that practitioners and families would understand more clearly.</li> <li>• The service would develop individual Family Pathways within the service where each family can access either one project or a package of support from a range of in-service support options.</li> </ul>	<b>Financial</b> <ul style="list-style-type: none"> <li>• Delivery within existing management structures would provide economies of scale</li> <li>• Reduced contract monitoring required from in-house delivery would mean that additional resource could be dedicated to delivery</li> </ul> <b>Non Financial</b> <ul style="list-style-type: none"> <li>• SLA would deliver a more coherent service offer, with a single point of entry, which would provide a delivery model that practitioners and families would understand more clearly.</li> <li>• The service would develop individual Family Pathways within the service where each family can access either one project or a package of support from a range of in-service support options.</li> <li>• In addition, would provide opportunity to align provision with that of Flying Start in Cardiff as a key programme delivering parenting and family support – the funding will not</li> </ul>	<b>Financial</b> <ul style="list-style-type: none"> <li>• Alignment with other funding streams could reduce duplication and ensure that the council makes most effective use of the available resource</li> </ul> <b>Non Financial</b> <ul style="list-style-type: none"> <li>• Greater coordination of delivery of elements that would align to other programmes – strategic planning groups have identified Domestic Violence as an area where there is some potential duplication</li> <li>• Would enable families to be able to access other elements of the jointly commissioned services, not just those funded by FF</li> <li>• Would comply with Welsh Government requirement for greater alignment of systems and programmes.</li> </ul>

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		<ul style="list-style-type: none"> <li>• A more coherent service delivery model will enable more effective contract management.</li> <li>• Single team could be co-located to maximise the cohesion and functioning of the team.</li> <li>• Third sector organisations such as Home Start can provide access to volunteer support, which enables cost-effective delivery for families with lower level needs who do not require specialist support from practitioners.</li> <li>• Third sector providers also have expertise in other specialist services which may be needed to complement the Parenting Service delivery. For instance, needs assessment has identified a gap in provision for adults with low level mental health problems. New Guidance has also identified support for families where there is relationship breakdown or inter-parental conflict as a priority. Consultation with Flying Start managers has identified that they would prefer any such specialist service to be externally commissioned.</li> </ul>	<p>allow replication of the FS model in non-FS areas, but it would enable greater consistency and shared practice.</p> <ul style="list-style-type: none"> <li>• Would benefit from existing expertise within the Flying Start programme and build on existing relationships with Health practitioners within Flying Start to extend to FF delivery</li> <li>• Would enable development of more effective progression routes for Flying Start beneficiaries to other FF provision</li> <li>• A more coherent service delivery model will enable more effective contract management.</li> <li>• Single team could be co-located to maximise the cohesion and functioning of practitioners together.</li> <li>• Would provide additional opportunity to combine workforce development resource enabling more consistent and higher quality support for the children and families workforce across the board – shared management will enable access to specialist staff to manage the programme.</li> <li>• In-house delivery would comply with Council's Standing Orders</li> </ul>	
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<b>Costs</b> <ul style="list-style-type: none"> <li>• <b>Capital</b></li> <li>• <b>Revenue</b></li> </ul>	<b>Capital</b> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <b>Revenue</b> <ul style="list-style-type: none"> <li>• Revenue costs would remain the same</li> </ul>	<b>Capital</b> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <b>Revenue</b> <ul style="list-style-type: none"> <li>• Proposed allocation in the region of £1,755,000 for delivery of all Parenting elements – commissioned services would have to stay within funding envelope agreed via tender/s</li> </ul>	<b>Capital</b> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <b>Revenue</b> <ul style="list-style-type: none"> <li>• Proposed allocation in the region of £1,755,000 for delivery of all Parenting elements – commissioned services would have to stay within funding envelope agreed via tender/s</li> </ul>	<b>Capital</b> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <b>Revenue</b> <ul style="list-style-type: none"> <li>• Proposed allocation of £49,600 (value of current DA projects) to joint commissioning with Domestic Abuse funding streams led by Housing and Communities</li> </ul>
<b>Funding</b> <ul style="list-style-type: none"> <li>• <b>Capital</b></li> <li>• <b>Revenue</b></li> </ul>	The total Grant allowance for Cardiff Families First is £5,075,000  <b>Capital</b> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <b>Revenue</b> <ul style="list-style-type: none"> <li>• Revenue costs would have to stay within the total allocation envelope</li> </ul>	The total Grant allowance for Cardiff Families First is £5,075,000  <b>Capital</b> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <b>Revenue</b> <ul style="list-style-type: none"> <li>• Revenue costs would have to stay within the total allocation envelope</li> </ul>	The total Grant allowance for Cardiff Families First is £5,075,000  <b>Capital</b> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <b>Revenue</b> <ul style="list-style-type: none"> <li>• Revenue costs would have to stay within the total allocation envelope</li> </ul>	The total Grant allowance for Cardiff Families First is £5,075,000  <b>Capital</b> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <b>Revenue</b> <ul style="list-style-type: none"> <li>• Revenue costs would have to stay within the total allocation envelope</li> </ul>
<b>Major Risks</b>	<ul style="list-style-type: none"> <li>• Maintaining the current parenting arrangements does not provide the scope to address any deficits in relation to the new Guidelines</li> <li>• Stakeholder engagement has highlighted existing offer is complicated for both referrers and families – reputational risk if this</li> </ul>	<ul style="list-style-type: none"> <li>• New arrangements will require reconfiguration of services, which may require TUPE arrangements to be agreed between existing and new providers</li> <li>• The tender might still result in a configuration that involves more than one provider – this could possibly lead to similar confusion amongst referrers</li> </ul>	<ul style="list-style-type: none"> <li>• This model will create significant changes to the current provision of parenting and family support services across Cardiff, which may have implications for TUPE. The council would be responsible for TUPE, and would need to make suitable arrangements where it applies with implications for workforce.</li> </ul>	<ul style="list-style-type: none"> <li>• Will require contract management arrangements to be agreed with the lead commissioner to ensure reporting responsibilities and accountability for funding to Welsh Government</li> <li>• Different timescales for commissioning – will need to be synchronised.</li> </ul>

	<ul style="list-style-type: none"> <li>advice is ignored</li> <li>Sustaining existing provision leaves parenting delivery spread across a number of packages and delivered by a number of different organisations without any effective coordination</li> <li>Stand-still budgets would not allow for any increasing costs within current provision (e.g. staff increments) or re-allocation of resources to new priorities</li> <li>The range of projects and Lead Provider/Sub provider relationships mean that contract management is complex and overly bureaucratic – this arrangement would need to continue, with funding allocated for programme management at central team and lead provider level</li> </ul>	<ul style="list-style-type: none"> <li>and families highlighted via stakeholder sessions</li> <li>Risk that decision to end funding for third sector organisations might have an impact on other funding received by the organisation, e.g. C&amp;VUHB have flagged up that the funding they currently give to Home Start will not be viable without additional Families First element</li> <li>Where delivery in-house makes most sense, going out to tender would result in unnecessary time, effort and expense.</li> </ul>	<ul style="list-style-type: none"> <li>Delivering the service in house will reduce the opportunities available to third sector partners – this will require sensitive negotiations and focus on maintaining positive relationships with partner agencies in order to support the delivery of the new parenting service.</li> <li>Current expertise within the parenting services is for early years – delivery of FF will require extension to work with families with children up to the age of 18.</li> </ul>	
<b>Recommended (Yes / No)</b>	No	In part	Yes	In part

## ANALYSIS 2: YOUTH SUPPORT SERVICE

Criteria	Option 1	Option 2	Option 3	Option 4
<b>Benefits</b> <ul style="list-style-type: none"> <li>• <b>Financial</b></li> <li>• <b>Non Financial</b></li> </ul>	<b>Financial</b> <ul style="list-style-type: none"> <li>• Existing service offer would be maintained within the same envelope</li> </ul> <b>Non financial</b> <ul style="list-style-type: none"> <li>• Consistency of approach with current programme</li> <li>• Minimal disruption for service users receiving support</li> </ul>	<b>Financial</b> <ul style="list-style-type: none"> <li>• Competitive tender could identify cost-effective proposals</li> <li>• Possible economies from having streamlined delivery and management</li> <li>• Potential added value from third sector organisations' ability to access other funding and own charitable funds</li> </ul> <b>Non financial</b> <ul style="list-style-type: none"> <li>• Opportunity to benefit from third sector organisations' experience and expertise in delivering support to young people - can offer services that are not currently within expertise of relevant teams, e.g. sexual health outreach and bespoke education and training</li> <li>• Opportunity to commission a more coherent service offer, with a single point of entry, which would provide a delivery model that practitioners and young people would understand more clearly.</li> <li>• A more coherent service delivery model will enable more effective contract management.</li> </ul>	<b>Financial</b> <ul style="list-style-type: none"> <li>• Delivery within existing management structures would provide economies of scale</li> <li>• Reduced contract monitoring required from in-house delivery would mean that additional resource could be dedicated to delivery</li> <li>• Would enable current arrangement for in-house delivery match-funded against ESF funding to continue</li> </ul> <b>Non Financial</b> <ul style="list-style-type: none"> <li>• SLA would deliver a more coherent service offer, with a single point of entry, which would provide a delivery model that practitioners and young people would understand more clearly.</li> <li>• The original commissioning process resulted in substantial delivery in-house but with some managed via an external Lead Provider – an agreement to deliver in-house would recognise existing expertise and enable much more effective management.</li> </ul>	<b>Financial</b> <ul style="list-style-type: none"> <li>• Alignment with other funding streams would reduce duplication and ensure that the council makes most effective use of the available resource</li> </ul> <b>Non Financial</b> <ul style="list-style-type: none"> <li>• Greater coordination of delivery of elements that would align to other programmes, e.g. Housing Advice and Family Mediation for Young People with Supporting People.</li> <li>• Joint funding would enable development of shared provision for young people, which would meet their needs more effectively, e.g. possibility of development of a City Centre Youth Hub for vulnerable young people aged 16+.</li> <li>• Would comply with Welsh Government requirement for greater alignment of systems and programmes.</li> </ul>

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		<ul style="list-style-type: none"> <li>• Specification could make compliance with new systems for FF delivery a condition</li> </ul>	<ul style="list-style-type: none"> <li>• Would provide opportunity to extend and develop arrangements with schools (to provide a clear 'graduated response'). This will enable schools to identify when families need additional help at an earlier stage and contribute to a reduction in the numbers coming through to YOS, MASH and Child Protection. This would support implementation of Cardiff's Early Help Strategy.</li> <li>• Would provide opportunity to continue to align provision with that of the Youth Service and arrangements agreed with Careers Wales for tracking young people who are/at risk of NEET – this delivers on a strategic priority for the council</li> <li>• Could also help to support deliver of the council's strategy for reducing Child Sexual Exploitation</li> <li>• Would enable greater cohesion with Parenting element if this is also delivered within Education Service, which would enable development of shared systems and progression routes</li> <li>• A more coherent service delivery model will enable more effective contract management.</li> <li>• In-house delivery would comply with Council's Standing Orders</li> </ul>	
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<p><b>Costs</b></p> <ul style="list-style-type: none"> <li>• <b>Capital</b></li> <li>• <b>Revenue</b></li> </ul>	<p><b>Capital</b></p> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <p><b>Revenue</b></p> <ul style="list-style-type: none"> <li>• Revenue costs would remain the same</li> </ul>	<p><b>Capital</b></p> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <p><b>Revenue</b></p> <ul style="list-style-type: none"> <li>• Proposed allocation in the region of £1,220,000 for delivery of all youth support elements – commissioned services would have to stay within funding envelope agreed via tender/s</li> </ul>	<p><b>Capital</b></p> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <p><b>Revenue</b></p> <ul style="list-style-type: none"> <li>• Proposed allocation in the region of £1,220,000 for delivery of all youth support elements – commissioned services would have to stay within funding envelope agreed via tender/s</li> </ul>	<p><b>Capital</b></p> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <p><b>Revenue</b></p> <ul style="list-style-type: none"> <li>• Proposed allocation of £104,852 (value of current Housing Advice project) to joint commissioning with Supporting People led by Housing and Communities</li> </ul>
<p><b>Funding</b></p> <ul style="list-style-type: none"> <li>• <b>Capital</b></li> <li>• <b>Revenue</b></li> </ul>	<p>The total Grant allowance for Cardiff Families First is £5,075,000</p> <p><b>Capital</b></p> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <p><b>Revenue</b></p> <ul style="list-style-type: none"> <li>• Revenue costs would have to stay within the total allocation envelope</li> </ul>	<p>The total Grant allowance for Cardiff Families First is £5,075,000</p> <p><b>Capital</b></p> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <p><b>Revenue</b></p> <ul style="list-style-type: none"> <li>• Revenue costs would have to stay within the total allocation envelope</li> </ul>	<p>The total Grant allowance for Cardiff Families First is £5,075,000</p> <p><b>Capital</b></p> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <p><b>Revenue</b></p> <ul style="list-style-type: none"> <li>• Revenue costs would have to stay within the total allocation envelope</li> </ul>	<p>The total Grant allowance for Cardiff Families First is £5,075,000</p> <p><b>Capital</b></p> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <p><b>Revenue</b></p> <ul style="list-style-type: none"> <li>• Revenue costs would have to stay within the total allocation envelope</li> </ul>
<p><b>Major Risks</b></p>	<ul style="list-style-type: none"> <li>• Maintaining the current youth support arrangements does not provide the scope to address any deficits in relation to the new Guidelines</li> <li>• Stakeholder engagement has highlighted existing offer is complicated for referrers, especially</li> </ul>	<ul style="list-style-type: none"> <li>• New arrangements will require reconfiguration of services, which may require TUPE arrangements to be agreed between existing and new providers</li> <li>• The tender might still result in a configuration that involves more than one provider – this could possibly lead to similar confusion amongst referrers</li> </ul>	<ul style="list-style-type: none"> <li>• This model will create changes to the current provision of youth support services across Cardiff, which may have implications for TUPE. The council would be responsible for TUPE and will need to make suitable arrangements where this applies.</li> <li>• Delivering the service in house will reduce the opportunities</li> </ul>	<ul style="list-style-type: none"> <li>• Will require contract management arrangements to be agreed with the lead commissioner to ensure reporting responsibilities and accountability for funding to Welsh Government.</li> <li>• Different timescales for commissioning – will need to be synchronised.</li> </ul>

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	<p>schools, and for families – reputational risk if this advice is ignored</p> <ul style="list-style-type: none"> <li>• Sustaining existing provision leaves youth support delivery spread across a number of packages without clear coordination</li> <li>• Stand-still budgets would not allow for any increasing costs within current provision (e.g. staff increments)</li> <li>• The range of projects and Lead Provider/sub provider relationships mean that contract management is complex and overly bureaucratic – this arrangement would need to continue, with funding allocated for programme management at central team and lead provider level</li> </ul>	<p>and families highlighted via stakeholder sessions</p> <ul style="list-style-type: none"> <li>• Where delivery in-house makes most sense, going out to tender would result in unnecessary time, effort and expense.</li> </ul>	<p>available to third sector partners – this will require sensitive negotiations and focus on maintaining positive relationships with partner agencies in order to support the delivery of the new youth support service.</p> <ul style="list-style-type: none"> <li>• One element of the proposed model requires schools to buy in financially. The extent to which this element can be delivered will be affected should schools not support the new way of working.</li> </ul>	
<b>Recommended (Yes / No)</b>	No	In part	Yes	Yes

## ANALYSIS 3: TEAM AROUND THE FAMILY MODEL

Criteria	Option 1	Option 2	Option 3	Option 4
<b>Benefits</b> <ul style="list-style-type: none"> <li>• <b>Financial</b></li> <li>• <b>Non Financial</b></li> </ul>	<b>Financial</b> <ul style="list-style-type: none"> <li>• Existing service offer would be maintained within the same envelope</li> </ul> <b>Non financial</b> <ul style="list-style-type: none"> <li>• Transition arrangements agreed in the Cabinet report of December 2016 have enabled the pilot of a new Early Help Service. This is delivered as an extension to the existing TAF contract. However, arrangements are only just being put into place and the pilot will need longer for a proper evaluation to be carried out.</li> <li>• The pilot has been informed by requirements to develop arrangements for Information, Advice and Assistance, which will help the Council to meet its requirements under the Social Services and Wellbeing Act.</li> <li>• The pilot is being delivered by one provider (Tros Gynnal Plant) with the aim of developing a clearer</li> </ul>	<b>Financial</b> <ul style="list-style-type: none"> <li>• Competitive tender could identify other organisations with cost-effective proposals</li> </ul> <b>Non financial</b> <ul style="list-style-type: none"> <li>• Tendering will open up the market to other Providers who might have similar or additional expertise.</li> </ul>	<b>Financial</b> <ul style="list-style-type: none"> <li>• Delivery within existing management structures could provide economies of scale</li> </ul> <b>Non Financial</b> <ul style="list-style-type: none"> <li>• Delivery in-house could provide additional opportunities to align with Children's Services</li> <li>• Could provide opportunities for shared management of elements of co-delivery developed through the Early Help Front Door project.</li> </ul>	<b>Financial</b> <ul style="list-style-type: none"> <li>• Currently no identified benefits from a joint commissioning arrangement</li> </ul> <b>Non Financial</b> <ul style="list-style-type: none"> <li>• Currently no identified benefits from a joint commissioning arrangement although the pilot evaluation may identify other opportunities for alignment</li> </ul>

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	<p>central access point for the Families First programme. These arrangements are linked to a project involving other service areas and providers (e.g. Health) to develop an Early Help Front Door. This development is in line with feedback from stakeholders for clearer systems and information about services.</p> <ul style="list-style-type: none"> <li>• Arrangements are being made for an external evaluation partner to evaluate the pilot. This evaluation will be able to inform the most effective future delivery arrangements.</li> <li>• The TAF service has been responsible for developing the current TAF model and continuation of the existing arrangement will ensure fidelity with the model that WG wants to maintain.</li> </ul>			
<p><b>Costs</b></p> <ul style="list-style-type: none"> <li>• <b>Capital</b></li> <li>• <b>Revenue</b></li> </ul>	<p><b>Capital</b></p> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <p><b>Revenue</b></p> <ul style="list-style-type: none"> <li>• Current annual contract value £420,908 plus additional proposed grant of up to £266,000</li> </ul>	<p><b>Capital</b></p> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <p><b>Revenue</b></p> <ul style="list-style-type: none"> <li>• Proposed allocation in the region of £650,000 for delivery of combined service</li> </ul>	<p><b>Capital</b></p> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <p><b>Revenue</b></p> <ul style="list-style-type: none"> <li>• Proposed allocation in the region of £650,000 for delivery of combined service</li> </ul>	<p><b>Capital</b></p> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <p><b>Revenue</b></p> <ul style="list-style-type: none"> <li>• Proposed allocation in the region of £650,000 for delivery of combined service</li> </ul>

<b>Funding</b> <ul style="list-style-type: none"> <li>• Capital</li> <li>• Revenue</li> </ul>	<p>The total Grant allowance for Cardiff Families First is £5,075,000</p> <p><b>Capital</b></p> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <p><b>Revenue</b></p> <ul style="list-style-type: none"> <li>• Revenue costs would have to stay within the total allocation envelope</li> </ul>	<p>The total Grant allowance for Cardiff Families First is £5,075,000</p> <p><b>Capital</b></p> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <p><b>Revenue</b></p> <ul style="list-style-type: none"> <li>• Revenue costs would have to stay within the total allocation envelope</li> </ul>	<p>The total Grant allowance for Cardiff Families First is £5,075,000</p> <p><b>Capital</b></p> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <p><b>Revenue</b></p> <ul style="list-style-type: none"> <li>• Revenue costs would have to stay within the total allocation envelope</li> </ul>	<p>The total Grant allowance for Cardiff Families First is £5,075,000</p> <p><b>Capital</b></p> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <p><b>Revenue</b></p> <ul style="list-style-type: none"> <li>• Revenue costs would have to stay within the total allocation envelope</li> </ul>
<b>Major Risks</b>	<ul style="list-style-type: none"> <li>• Early Help pilot arrangements will not deliver the clear point of contact and coordination that is envisaged.</li> <li>• The arrangements will not make a clear contribution to reducing the numbers of contacts coming to MASH or the numbers of children, young people and families needing higher tier interventions</li> </ul>	<ul style="list-style-type: none"> <li>• Pilot needs to be properly evaluated to identify best model for delivery – proceeding to re-tender at this stage will mean that the new contract is not informed by the pilot and may not deliver the most effective arrangements.</li> </ul>	<ul style="list-style-type: none"> <li>• Pilot needs to be properly evaluated to identify best model for delivery – proceeding to bring the service in-house at this stage will mean that the new SLA is not informed by the pilot and may not deliver the most effective arrangements.</li> </ul>	<ul style="list-style-type: none"> <li>• None currently applicable</li> </ul>
<b>Recommended (Yes / No)</b>	<p>Yes</p>	<p>No</p>	<p>No</p>	<p>No</p>

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## ANALYSIS 4: DISABILITY FOCUS

Criteria	Option 1	Option 2	Option 3	Option 4
<b>Benefits</b> <ul style="list-style-type: none"> <li>• <b>Financial</b></li> <li>• <b>Non Financial</b></li> </ul>	<b>Financial</b> <ul style="list-style-type: none"> <li>• Existing service offer would be maintained within the same envelope</li> </ul> <b>Non financial</b> <ul style="list-style-type: none"> <li>• New FF Guidance requires a continued priority for the Disability Focus, although this does not necessarily require us to maintain exactly the same services</li> <li>• The current Disability Focus package includes a TAF service for families with needs related to a child's disability – this is also something that the Guidance requires us to continue to deliver</li> <li>• The current Disability TAF service has developed a protocol with Children's Services which would be maintained.</li> <li>• The current package also delivers other services that have been extended or developed through the Disability Futures programme. These include Better Than a Booklet, Independent Living Skills, and parenting for parents of children with Autism.</li> </ul>	<b>Financial</b> <ul style="list-style-type: none"> <li>• Competitive tender could identify other organisations with cost-effective proposals</li> </ul> <b>Non financial</b> <ul style="list-style-type: none"> <li>• Tendering will open up the market to other Providers who might have similar or additional expertise.</li> </ul>	<b>Financial</b> <ul style="list-style-type: none"> <li>• Delivery within existing management structures could provide economies of scale</li> </ul> <b>Non Financial</b> <ul style="list-style-type: none"> <li>• Delivery in-house could provide additional opportunities to align with Children's Services</li> </ul>	<b>Financial</b> <ul style="list-style-type: none"> <li>• Alignment with other funding streams would reduce duplication and ensure that the council makes most effective use of the available resource</li> </ul> <b>Non Financial</b> <ul style="list-style-type: none"> <li>• Change Manager appointed to lead strategic developments for disabled children across Cardiff and the Vale as part of the Disability Futures programme.</li> <li>• The programme is in the process of identifying priorities for services and opportunities for these to be delivered more effectively and equitably across the two areas through greater alignment or joint funding arrangements.</li> <li>• Recommendations emerging from the Disability Futures programme will provide guidance for the best strategic use of funding.</li> </ul>

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<p><b>Costs</b></p> <ul style="list-style-type: none"> <li>• <b>Capital</b></li> <li>• <b>Revenue</b></li> </ul>	<p><b>Capital</b></p> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <p><b>Revenue</b></p> <ul style="list-style-type: none"> <li>• Current funding allocation includes ring-fenced allocation of £396,808 for Disability Focus – proposed allocation of £400,000</li> </ul>	<p><b>Capital</b></p> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <p><b>Revenue</b></p> <ul style="list-style-type: none"> <li>• Current funding allocation includes ring-fenced allocation of £396,808 for Disability Focus – proposed allocation of £400,000</li> </ul>	<p><b>Capital</b></p> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <p><b>Revenue</b></p> <ul style="list-style-type: none"> <li>• Current funding allocation includes ring-fenced allocation of £396,808 for Disability Focus – proposed allocation of £400,000</li> </ul>	<p><b>Capital</b></p> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <p><b>Revenue</b></p> <ul style="list-style-type: none"> <li>• Current funding allocation includes ring-fenced allocation of £396,808 for Disability Focus – proposed allocation of £400,000</li> </ul>
<p><b>Funding</b></p> <ul style="list-style-type: none"> <li>• <b>Capital</b></li> <li>• <b>Revenue</b></li> </ul>	<p>The total Grant allowance for Cardiff Families First is £5,075,000</p> <p><b>Capital</b></p> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <p><b>Revenue</b></p> <ul style="list-style-type: none"> <li>• Revenue costs would have to stay within the total allocation envelope</li> </ul>	<p>The total Grant allowance for Cardiff Families First is £5,075,000</p> <p><b>Capital</b></p> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <p><b>Revenue</b></p> <ul style="list-style-type: none"> <li>• Revenue costs would have to stay within the total allocation envelope</li> </ul>	<p>The total Grant allowance for Cardiff Families First is £5,075,000</p> <p><b>Capital</b></p> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <p><b>Revenue</b></p> <ul style="list-style-type: none"> <li>• Revenue costs would have to stay within the total allocation envelope</li> </ul>	<p>The total Grant allowance for Cardiff Families First is £5,075,000</p> <p><b>Capital</b></p> <ul style="list-style-type: none"> <li>• Financial Guidance allows a maximum of £5k on capital expenditure</li> </ul> <p><b>Revenue</b></p> <ul style="list-style-type: none"> <li>• Revenue costs would have to stay within the total allocation envelope</li> </ul>
<p><b>Major Risks</b></p>	<ul style="list-style-type: none"> <li>• The current package also includes elements where there is potential duplication – maintaining the whole package could lead to ineffective use of the available resource:</li> <li>• Infrastructure arrangements have enabled Cardiff to establish a Disability Index so that the current project providing information for families is no</li> </ul>	<ul style="list-style-type: none"> <li>• Disability Futures programme is still in progress and developing recommendations – proceeding to tender at this stage will mean that the new contract/s are not informed by the programme and may not deliver the most effective arrangements..</li> </ul>	<ul style="list-style-type: none"> <li>• The protocol between the Child Health and Disabilities Team and the Disability TAF has been working effectively – there has been no expressed view that this or any other elements of the Disability Focus package would be more effectively delivered in-house.</li> </ul>	<ul style="list-style-type: none"> <li>• Potentially different approach to commissioning in the Vale and different priorities/service context.</li> <li>• Will require contract management arrangements to be agreed with the lead commissioner to ensure reporting responsibilities and accountability for funding to Welsh Government</li> </ul>

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	<p>longer needed</p> <ul style="list-style-type: none"> <li>The Cabinet Secretary has announced additional funding for welfare benefits advice to be provided by CABx – continuing with the current welfare benefit project could lead to duplication</li> <li>Funding is limited and so needs to be allocated to the priorities identified by the Disability Futures programme</li> </ul>			<ul style="list-style-type: none"> <li>Timescales for joint commissioning would need to be synchronised</li> </ul>
<b>Recommended (Yes / No)</b>	Yes in interim	Not currently	Not currently	Yes longer term

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Appendix C

<b>Policy/Strategy/Project/Procedure/Service/Function Title</b>
Families First Arrangements for Recommissioning
<b>New/Existing/Updating/Amending: New</b>

<b>Who is responsible for developing and implementing the Policy/Strategy/Project/Procedure/Service/Function?</b>	
Name: Angela Bourge	Job Title: Operational Manager – Strategy, Performance & Resources
Service Team: Families First	Service Area: Social Services
Assessment Date: 22/06/17	

**1. What are the objectives of the Policy/Strategy/Project/ Procedure/ Service/Function?**

<p>To recommission Families First support for families, parents and young people in line with Welsh Government advice and feedback from stakeholders. To secure best quality services for families, specifically parents and young people, in Cardiff.</p>
--

**2. Please provide background information on the Policy/Strategy/Project/Procedure/Service/Function and any research done [e.g. service users data against demographic statistics, similar EIAs done etc.]**

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### Background

1. Families First is a Welsh Government funded programme, which aims to provide more effective early intervention support for families as part of the Anti-Poverty Agenda. The programme commenced in 2012.
2. In Cardiff there were initially 6 commissioned packages of services, namely;
  - a. Early Years – led by Cardiff and Vale University Health Board
  - b. Child and Youth Engagement – led by City of Cardiff Education Services
  - c. Sustainable Employment – led by Sova
  - d. Healthy Lifestyles – led by Cardiff and Vale University Health Board
  - e. Emotional and Mental Health and Wellbeing – led by Barnardo's
  - f. Disability Focus – led by Action for Children

3. Beneath these themed packages of services sit 60 individual projects, with the split outlined below:

<b>Early Years</b>	18
<b>Child and Youth Engagement</b>	14
<b>Healthy Lifestyles</b>	7
<b>Emotional Health and Wellbeing</b>	14
<b>Disability Focus</b>	8
<b>Sustainable Employment</b>	1

4. These services were underpinned by a service to support Cardiff's Team Around the Family [TAF] model of working. Tros Gynnal Plant currently delivers this service.
5. A number of smaller Infrastructure projects also support the Programme. These are mainly delivered in-house or are grant funded.
6. In March 2017, the Sustainable Employment package and two smaller elements of the Healthy Lifestyles package were decommissioned in line with guidance from Welsh Government. These decisions were subject to a separate Report and Equalities Impact Assessments, which went to Cabinet in December 2016.
7. Individual services have reported good outcomes for service users. However, the current arrangements require two layers of contract management, which has resulted in a bureaucratic process. Not only does it mean that resource is committed to staff to deal with contract management within each package as well as in the central Families First team, but it also means that the central team can only raise matters with sub providers through the lead providers. This arrangement has sometimes not been as effective as needed. Furthermore, it restricts economies of scale.
8. Stakeholder feedback has identified that people are often confused about the large number of projects. Practitioners seeking to refer, as well as families and young people themselves, identify difficulties in finding the right services at the right time for their needs.
9. The new Welsh Government guidance confirms that they want TAF and Disability Focus working to continue but that they require a greater focus on Parenting and Youth Support.

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10. TAF provision remains an important element for coordinating service delivery to ensure that families receive the right services. Since the original packages were commissioned, the Social Services and Wellbeing Act 2014 has also come into force and Cardiff has developed a partnership Early Help Strategy. Children's Services have recognised that the TAF team (with allied Freephone information and advice service) can play a central role in the provision of Information, Advice and Assistance under the Act.
11. The Disability Focus package has been providing important support for families where a child is affected by disability, including a Disability Team Around the Family. The package was commissioned for families who were significantly affected by disability but who did not meet the criteria for support from the Child Health and Disability Team. Since the package was commissioned, there have been changes in the delivery of specialist services for disabled children, and a Change Manager has been leading the Disability Futures programme, which is identifying opportunities for providing more effective and equitable services across Cardiff and the Vale of Glamorgan. Families First recommissioning needs to take account of the findings of the Disability Futures programme.
12. The current programme has a number of different elements of Parenting and Youth Support delivered by different providers and across a number of packages.
  - Youth Support is currently sitting in three packages, Emotional Health and Wellbeing, Child and Youth Engagement and Healthy Lifestyles.
  - Parenting support currently sits in Early Years, Healthy Lifestyles, Child and Youth Engagement and Emotional Health and Wellbeing.This arrangement has been confusing for service users and has meant that they have sometimes been 'bounced' between services before finding the right one.

**Proposal**

13. The proposal is to recommission the existing Families First programme in line with feedback from stakeholders, including professionals, families and young people, and in line with the Guidance published by Welsh Government in April 2017.
14. The new Guidance and recommissioning also provide an opportunity to use Families First funding to enable a clearer focus on the provision of early help which will help to deliver under the Social Services and Wellbeing Act and to address priorities identified in the Population Needs Assessment.
15. Welsh Government also requires that Families First be aligned with other tackling poverty programmes. Cardiff's Tackling Poverty Board is overseeing joint working across the main programmes. This has provided a strategic view of joint planning arrangements with Supporting People and Flying Start. It will also enable joint working to help to address gaps left following the ending of the Communities First programme in Cardiff and the development of the new Employment Gateway.
16. In line with this strategic context, discussions with partners have identified a number of opportunities to use shared resources more effectively through entering into arrangements to align or jointly commission services, either with other programmes within Cardiff or with the Vale of Glamorgan.
17. The current programme is not fit for purpose in relation to the new Guidance and the changed strategic context. Therefore, the report to Cabinet proposes to commission a new programme, with a more coherent set of services and supported by a clearer system for making sure that the right families are able to access the right services at the right time. It is also intended to deliver more streamlined arrangements for contract management.

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18. The report includes an Options Appraisal that has identified the best routes for securing the services needed. The new programme will be in place from 1<sup>st</sup> April 2018 but some elements of the current delivery will be extended to allow time for new arrangements to be made. This has resulted in the following proposals:
- To extend the current TAF service so that it provides a clearer front door and early help service – secured via a grant in addition to the current contract in the first instance to allow a pilot to take place, but with a new arrangement to be brought in from 1<sup>st</sup> April 2019.
  - The main Parenting and Youth Support Services to be brought ‘in house’ and delivered via an internal Service Level Agreement [SLA].
  - Allied health services, such as early years Speech and Language support and dietetics, to be delivered by way of a SLA with Cardiff and Vale University Health Board as a key statutory partner.
  - A number of allied services to be commissioned from external providers where external providers can provide access to expertise or resources (such as volunteer capacity) that is not available through internal services. This will include a specialist Family Wellbeing Service. Children’s Services will follow the most appropriate tender process to secure these allied services. However, agreements will ensure that they work closely with the main stem services and follow the same systems.
  - A number of areas being proposed for joint commissioning with extensions as appropriate to enable commissioning to be synchronised:
    - i. Youth Homelessness and Family Mediation (Supporting People)
    - ii. Domestic Abuse services (Communities and Housing)
    - iii. Elements of Disability Focus in line with the Disability Futures programme (Vale of Glamorgan)
    - iv. Young Carers Service (Vale of Glamorgan)
    - v. Time Credits (Communities and Housing)
19. The reduced number of contracts should generate economies of scale and reduce administration, allowing more effective contract management and wider service provision. It will also allow greater alignment with other services, inclusive of those delivered by the Council, partners in health, and the third sector. This includes other elements of the anti-poverty funding streams, including Communities first and the new employability programme and Flying Start. This alignment will promote consistency of service provision for families, parents and young people and is in line with Welsh Government programme guidance.
20. Whilst TUPE advice has not been requested prior to cabinet approval, there are a number of staff who may be subject to TUPE arrangements. This may create a differential impact on those affected. HR implications are included in the cabinet report and further advice will be sought as appropriate. Trade Unions will also be consulted in relation to all issues affecting staffing within the Council.

**Data**

21. The tables below are taken from the Anonymised Data report for 2015-16. (This is the last published report, but analysis is currently underway for data for 2016-17.) The anonymised data report provides information about Families First service users, providing an overview against service packages, Neighbourhood Partnership areas and protected characteristics.
22. The report does not contain data reflecting the total number of service users because providers do not collect the level of data required for the report from service users accessing some school-based activity, drop-in provision and telephone advice. Whilst it does not relate to all service users, the table below highlights the split of service users across each of the themed service packages.

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Name of Package	No. of service user records	% of service user records	% of programme's service funding allocated to package
1. Child & Youth Engagement	4,480	44.0	28.8
2. Early Years	1,631	16.0	15.4
4. Emotional Health and Wellbeing	1,315	12.9	22.2
5. Disability Focus	780	7.7	7.7
3. Team around the Family	1,505	14.8	9.4
6. Sustainable Employment	303	3.9	5.7
7. Healthy Lifestyles	170	1.7	10.8
<b>Total</b>	<b>10,184</b>		

25. The main referrers into the Families First programme in 2015/16 are outlined below. Highlighting the main services that refer into the current programme.

Source of referral	Total	Source of referral	Total	Source of referral	Total
Schools and other education services	3744	Other primary care services	158	Job Centre Plus	35
Self-referral	2883	Housing services	89	STAR Communities First	23
Third Sector	875	GPs	88	TAF (Team Around the Family)	18
Health visitors	734	Child and adolescent mental health services	85	Communities 4 Work	12
Children's social services	628	JCP Alexandra House	66	Gingerbread	11
other	293	Police	63	ACE Communities First	10
Other employment support services	183	JCP Charles Street	57	<b>Total</b>	<b>100</b>
					<b>55</b>

26. Unlike other Welsh Government funded programmes, Families First covers the whole of Cardiff, the table below identifies the Neighbourhood areas that participants come from, illustrating that the programme provides benefits across the city.

Neighbourhood Partnership Area	2014-15 (Base = 9,585)	2015-16 (Base = 9,834)	PP Difference Base Diff = 249
City and Cardiff South	12.9%	12.6%	-0.3
Cardiff South West	28.6%	25.9%	-2.7
Cardiff West	12.5%	10.8%	1.7
Cardiff North	12.5%	14.4%	1.9
Cardiff East	17.8%	18.8%	1.0
Cardiff South East	15.7%	17.5%	1.8

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### 3 Assess Impact on the Protected Characteristics

#### 3.1 Age

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative/]** on younger/older people?

	Yes	No	N/A
Up to 18 years	Positive		
18 - 65 years	Positive		
Over 65 years	Positive		

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

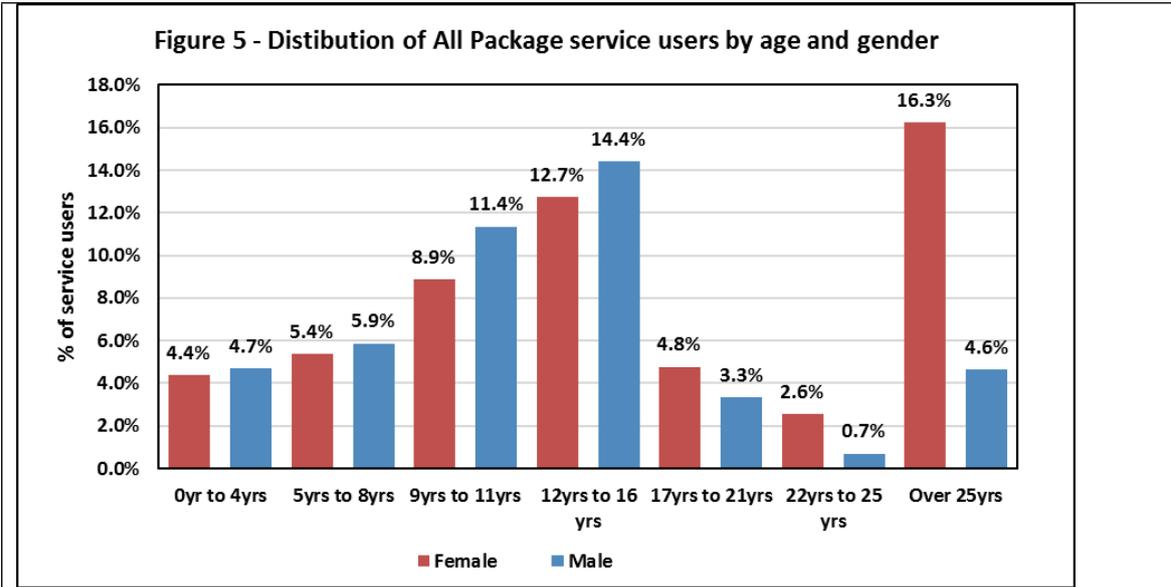
Support across the age ranges will continue to be delivered with the redesigned programme proposed. As such there is not seen to be a negative differential impact according to age.

Refocussing Families First to consider youth support, parenting, disability and emotional wellbeing is intended to simplify the process of referral, including self-referral by individuals and families.

When consulted with, families and young people highlighted accessibility and communication as a key element for improvement. They said that the large number of different services was confusing. Referrers also highlighted that they were confused about how to know the right service to refer a family or young person. Simplifying this process should have a positive impact on those referring in, both for professionals and the general public.

The below table highlights the main age ranges covered by the Families First programme. It covers delivery to children and young people in their own right as well as parents and carers. The age profile is generally under 65 because the programme is targeted on families with children. However, it is available for grandparent carers who may be older.

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**What action(s) can you take to address the differential impact?**

None anticipated, however careful monitoring and targeting of support will take place to ensure no groups are unduly impacted by the change.

**3.2 Disability**

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on disabled people?

	Yes	No	N/A
Hearing Impairment	Positive		
Physical Impairment	Positive		
Visual Impairment	Positive		
Learning Disability	Positive		
Long-Standing Illness or Health Condition	Positive		
Mental Health	Positive		
Substance Misuse			n/a
Other			

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

Welsh Government have committed to continuation of the ring-fenced funding for services and support for families with a disabled child. The Disability Focus services will be subject to change so that new services can be commissioned in line with the recommendations of the Disability Futures programme. The main purpose of this programme is about developing greater equity and effectiveness in service provision for disabled children.

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The programme is helping to identify areas of delivery where there can be greater alignment and areas of delivery which might be jointly commissioned with the Vale of Glamorgan. This should ensure economies of scale, with services more widely available to more individuals and ensuring consistency in delivery and approach.

Outside of the Disability Focus package all Families First services are available to those affected by a disability should they chose and this will be built into specifications. The refocussing and rationalisation of service provision should make those services easier to access.

Whilst data is not held on individual disabilities, the table below, which is taken from the Anonymised data report, highlights the numbers of those affected by a disability who have accessed Families First services during 2015/16. This may not include all service user numbers, for example those who only contact looking for advice or accessing drop in.

Response	Number	%
Disabled Child	929	9.6
Disabled Adult	293	3.0
Not Disabled	8,539	87.8
<b>Total Service users</b>	<b>9,729</b>	

**What action(s) can you take to address the differential impact?**

The Disability Futures programme will be bringing forward more specific recommendations. These may identify areas where a new focus is needed. This may require the decommissioning of some current elements. An additional EIA will be conducted for any specific services that are decommissioned in this way. The Disability Futures programme will inform the priority and advise on any mitigating actions.

Careful contract monitoring will continue to ensure that no groups are unduly impacted by the change.

**3.3 Gender Reassignment**

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on transgender people?

	Yes	No	N/A
<b>Transgender People</b> (People who are proposing to undergo, are undergoing, or have undergone a process [or part of a process] to reassign their sex by changing physiological or other attributes of sex)			X

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<b>Please give details/consequences of the differential impact, and provide supporting evidence, if any.</b>
<p>There is not an expected differential impact on transgender people.</p> <p>Currently services are delivered to a very small number of clients identifying as transgender.</p>
<b>What action(s) can you take to address the differential impact?</b>
<p>None anticipated, however careful monitoring of support will take place to ensure that no groups are unduly impacted by the change.</p> <p>Providers will be expected to provide support for clients eligible for service with protected characteristics, providing sensitive and appropriate services for all clients. Equality and diversity will be key criteria in tender assessments and service level agreements.</p>

**3.4. Marriage and Civil Partnership**

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on marriage and civil partnership?

	<b>Yes</b>	<b>No</b>	<b>N/A</b>
Marriage			X
Civil Partnership			X

<b>Please give details/consequences of the differential impact, and provide supporting evidence, if any.</b>
<p>There is not seen to be a differential impact in relation to marriage and civil partnership as services across the programme are open to both married people and those in civil partnerships, or single people.</p> <p>It is intended that the support offered to families in the new programme will be more focussed. Where specific services have ended, the central team will agree exit strategies, and transitional arrangements will be in place for those who need on-going support. Whilst there is no evidence collated via anonymised data, many of the services on offer will provide additional support for parents, whether they are single, living together, married or in civil partnerships. There will also be a greater focus on support for inter-parental conflict.</p>
<b>What action(s) can you take to address the differential impact?</b>
None anticipated.

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**3.5 Pregnancy and Maternity**

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on pregnancy and maternity?

	<b>Yes</b>	<b>No</b>	<b>N/A</b>
Pregnancy	Positive		
Maternity	Positive		

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

The programme contains services providing targeted support for pregnant women and women who have just given birth.

Refocussing parenting provision and ensuring a consistent early years offer is available should have a positive impact, and make referral pathways easier to navigate for pregnant women or those who have just given birth. Although there is not sufficient funding to replicate the Flying Start offer in non-Flying Start areas, the new programme is intended to give greater consistency and will benefit from shared management.

In relation to the staffing establishment, pregnancy and maternity allowances may vary between providers currently. Where staff are affected by TUPE, legal safeguards will be in place to ensure that they receive the same entitlement with their new employer.

**What action(s) can you take to address the differential impact?**

Positive impact anticipated, although careful monitoring will take place to ensure that there are no groups unduly impacted by the change.

**3.6 Race**

Will this Policy/Strategy/Project//Procedure/Service/Function have a **differential impact [positive/negative]** on the following groups?

	<b>Yes</b>	<b>No</b>	<b>N/A</b>
White		X	
Mixed / Multiple Ethnic Groups	Positive		
Asian / Asian British	Positive		
Black / African / Caribbean / Black British	Positive		
Other Ethnic Groups	Positive		

Equality Impact Assessment  
Corporate Assessment Template

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

The majority of services within the Families First programme are available to all residents of Cardiff. The table below highlights the take up of service broken down by ethnicity.

Ethnicity	Total	Ethnicity	Total
White British <sup>1</sup>	6,639	Arab	140
White Other	440	Black British Other	101
Other <sup>2</sup>	372	Mixed White and Black African	90
Asian British Other	284	Asian British Bangladeshi	83
Black British African	270	Black British Caribbean	74
Mixed Other	265	Asian British Chinese	65
Asian British Indian	158	Mixed Multiple ethnic Groups	24
Asian British Pakistani	152	Gypsy/Romany/Traveller	19
Mixed White and Black Caribbean	144	<b>Total</b>	<b>9,320</b>

However, there are also a small number of projects that provide additional targeted support for families from other ethnic groups, including:

- An asylum seeker and refugee project
- Educational Support for EU Roma pupils
- Learning Together project, which works with parents who speak other home languages to support their children in school

The new Family Wellbeing Service includes provision to maintain support for asylum seeker and refugee families.

Education Services will be responsible for delivering the Youth Support Service. They will be developing additional school-based support for families and will use their monitoring data to identify the groups that are most in need of support. At the moment, this continues to be EU Roma families but Education services have also identified other groups, such as Albanian families, emerging.

**What action(s) can you take to address the differential impact?**

None anticipated, however, an additional EIA will be completed in relation to any elements that are not going to be re-provided once the detailed plans for delivery have been agreed in relation to the SLA.

<sup>1</sup> Note that this sub-category includes White British, White Welsh, White Scottish, White English, and White Northern Irish.

<sup>2</sup> Note that the 'Other' sub-category comprising all ethnic groups classed as other and 14 ethnicities that reported 10 or fewer service users (below 0.1%)

**Equality Impact Assessment  
Corporate Assessment Template**

Careful monitoring and targeting of support will also take place to ensure that no groups are unduly impacted by the change and that any groups who are vulnerable are supported and do not face a drop in service.

Providers will be expected to provide support for those with protected characteristics, providing sensitive and appropriate services for all accessing Families First as well as targeting support for those most vulnerable.

**3.7 Religion, Belief or Non-Belief**

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on people with different religions, beliefs or non-beliefs?

	Yes	No	N/A
Buddhist			X
Christian			X
Hindu			X
Humanist			X
Jewish			X
Muslim			X
Sikh			X
Other			X

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

There is not expected to be a differential impact in the basis of religion, belief or non-belief.

**What action(s) can you take to address the differential impact?**

None anticipated but providers will be expected to provide support for eligible clients with protected characteristics, providing sensitive and appropriate services for all clients. Equality and diversity will be a key criteria in any tender assessment and in service level agreements.

**3.8 Sex**

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on men and/or women?

	Yes	No	N/A
Men	positive		
Women	positive		

Equality Impact Assessment  
Corporate Assessment Template

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

Whilst the programme is open to males and females, the anonymised data provides evidence that more females than males access services across the whole programme and significantly outnumber males in the 25+ age group: females in this age group make up 16.3% of total service users while males make up only 4.6% (see graph provided in 3.1 above). A small number of services within Families First are primarily targeted at females, where this is linked to pregnancy and maternity. For this reason, sustaining provision will have a positive differential impact in ensuring continuity of service provision.

However, the new programme will ensure support is also offered to fathers which could lead to a positive impact on men. The Welsh Government has recently published new guidance about effectively engaging with Fathers, and Families First providers will be expected to follow this Guidance in their service delivery.

The proposal to contribute existing funding for Domestic Abuse services presents a change in service. Currently Families First funds two small elements of Domestic Abuse service provision, which are accessed primarily by female service users. A contribution to the wider recommissioning of Gender Specific Services (including Domestic Abuse) could present a positive impact for both male and female service users, as services will be more joined up, with clear pathways for both genders.

The staffing establishment within Families First is currently predominantly female, changes to the programme could have a potential differential impact.

**What action(s) can you take to address the differential impact?**

None anticipated, however careful monitoring and targeting of support will take place to ensure that no group are unduly impacted by the change.

In relation to staffing, this may create a differential impact on those affected. HR and Trade Union advice will be sought in relation to this and in the development of future specifications.

**3.9 Sexual Orientation**

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on the following groups?

	Yes	No	N/A
Bisexual			x
Gay Men			x
Gay Women/Lesbians			x
Heterosexual/Straight			x

**CARDIFF COUNCIL**

**Equality Impact Assessment  
Corporate Assessment Template**

<b>Please give details/consequences of the differential impact, and provide supporting evidence, if any.</b>
There is not expected to be a differential impact in relation to sexual orientation.
<b>What action(s) can you take to address the differential impact?</b>
None anticipated.  Providers will be expected to provide support for eligible clients with protected characteristics, providing sensitive and appropriate services for all families and young people. Provision for equality and diversity will be a key criteria in any tender assessments and service level agreements.

**3.10 Welsh Language**

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on Welsh Language?

	Yes	No	N/A
Welsh Language		x	

<b>Please give details/consequences of the differential impact, and provide supporting evidence, if any.</b>
In relation to the current programme, in 2015/16 only 2% of participants requested services to be delivered in Welsh. However, providers are required to ensure that they ask families what language they wish to receive the service in and to respond to their language needs and to work in line with the Welsh Language Act.  Two projects within the Early Years package are currently delivered through the medium of Welsh, and are specifically designed to promote use of Welsh language in families. It is possible that these will not continue in their current form. However, all new specifications require a contract that providers comply with the new Welsh Language Standards, which go further than the Welsh Language Act.
<b>What action(s) can you take to address the differential impact?</b>
All providers will have to work within the requirements of the Welsh Language Standards. This will be monitored throughout the contract.  An additional EIA will be completed in relation to any elements that are not going to be re-provided once the detailed plans for delivery have been agreed in relation to the Parenting Service SLA, which will cover early years provision.

**Equality Impact Assessment  
Corporate Assessment Template**

**4. Consultation and Engagement**

What arrangements have been made to consult/engage with the various Equalities Groups?

Consultation has been held with existing Providers via initial stakeholder engagement sessions and dialogue regarding the future directions of Families First.

Two wider Stakeholder Engagement sessions have also been held advising of the change in focus for the Families First programme. These have explored what has worked and what has not worked so well with the aim of informing the next round of commissioning, with a focus specifically on Parenting, Youth Support and systems.

The findings from consultation with practitioners and service users will be made available in a Stakeholder Engagement report.

Consultation has taken place with education, including a schools working group attended by front line staff as well as a more strategic steering group.

Service users have been consulted, including parents who have used services, and young people, again with the focus being on what has worked with the current programme and what could be improved. The plans also take account of the reports by Young Inspectors through the course of the current programme. The Young Inspectors programme also supported young people to take part in focus groups and feed into the Cardiff and Vale Population Needs Assessment.

Families First also commissioned a piece of research with families to develop more effective services. Cardiff University led this, working with Tros Gynnal Plant and SPICE, who deliver time credits. This included focus groups, a family 'takeover event' and a rapid ethnography. The terms of the contract required consideration to be given to groups such as families from BME communities.

Senior members of the central Families First team have attended meetings with the Children, Young People and Families Network supported by C3SC. This has provided the opportunity to consult with third sector providers, some of whom work with groups with protected characteristics. This has included, for instance, members of Grandparents Raising Grandchildren.

This consultation is informing the developing specifications for services.

**CARDIFF COUNCIL**

**Equality Impact Assessment  
Corporate Assessment Template**

**5. Summary of Actions [Listed in the Sections above]**

<b>Groups</b>	<b>Actions</b>
Age	None anticipated, however careful monitoring and targeting of support will take place to ensure no groups are unduly impacted by the change.
Disability	Additional EIAs will be conducted for any specific services that are decommissioned. The Disability Futures programme will inform the priority and advise on any mitigating actions.
Gender Reassignment	None anticipated.
Marriage & Civil Partnership	None anticipated.
Pregnancy & Maternity	Positive impact anticipated, although careful monitoring will take place to ensure that there are no groups unduly impacted by the change.
Race	None anticipated, however, an additional EIA will be completed in relation to any elements that are not going to be re-provided once the detailed plans for delivery have been agreed in relation to the SLA.
Religion/Belief	None anticipated.
Sex	None anticipated, however careful monitoring and targeting of support will take place to ensure that no group are unduly impacted by the change.  In relation to staffing, this may create a differential impact on those affected. HR and Trade Union advice will be sought in relation to this and in the development of future specifications.
Sexual Orientation	None anticipated.
Welsh Language	All providers will have to work within the requirements of the Welsh Language Standards. This will be monitored throughout the contract.  An additional EIA will be completed in relation to any elements that are not going to be re-provided once the detailed plans for delivery have been agreed in relation to the Parenting Service SLA, which will cover early years provision.

## CARDIFF COUNCIL

### Equality Impact Assessment Corporate Assessment Template

Generic Over-Arching [applicable to all the above groups]	<p>Providers will be expected to provide support for eligible clients with protected characteristics, providing sensitive and appropriate services for all families and young people. Provision for equality and diversity will be a key criteria in any tender assessments and service level agreements.</p> <p>Careful contract monitoring will continue to ensure that no groups are unduly impacted by the change.</p> <p>Additional EIAs will be carried out if the developing plans mean that the new provision will have consequences for a particular group of people.</p>
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#### 6. Further Action

Any recommendations for action that you plan to take as a result of this Equality Impact Assessment (listed in Summary of Actions) should be included as part of your Service Area's Business Plan to be monitored on a regular basis.

#### 7. Authorisation

The Template should be completed by the Lead Officer of the identified Policy/Strategy/Project/Function and approved by the appropriate Manager in each Service Area.

Completed By : Dr Ceri George	Date: 26/06/17
Designation: Improvement Project Manager – Prevention and Partnerships	
Approved By: Angela Bourge	
Designation: Operational Manager – Strategy, Performance & Resources	
Service Area: Social Services	

7.1 On completion of this Assessment, please ensure that the Form is posted on your Directorate's Page on CIS - *Council Wide/Management Systems/Equality Impact Assessments* - so that there is a record of all assessments undertaken in the Council.

For further information or assistance, please contact the Citizen Focus Team on 029 2087 3059 or email [citizenfocus@cardiff.gov.uk](mailto:citizenfocus@cardiff.gov.uk)

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Date 21 July 2017

My Ref SS/CYP/MJH

Councillor Graham Hinchey  
Cabinet Member for Children and Families  
County Hall  
Atlantic Wharf  
CARDIFF  
CF10 4UW

Dear Graham

On behalf of the Committee, I would like to thank you, Tony Young, Director of Social Services, and Officers for attending the Children and Young People Scrutiny Committee on 19 July to present the **Draft Cabinet report on Families First Recommissioning**.

The Committee welcomed the opportunity to review the draft Cabinet Report prior to its consideration at Cabinet on 27 July 2017. During the way forward section of the meeting the Members considered the information in the report, together with answers to their questions, and agreed to provide you with the following comments, concerns and recommendations for consideration prior to Cabinet approving the report.

The Committee expressed some concern that the timeline was both ambitious and complex. The Members requested that the Committee should be kept informed of the progress being made on recommissioning Families First.

The Committee also raised concerns about the promotion of Families First services across the City. The Committee recommended that a communications strategy be developed to ensure that everyone is aware of the services, support and access arrangements for Families First.

The Committee expressed its grave concern that the Council was entering into 4 year contracts to the value of £5M each year, although the Welsh Government was only committing to annual budget announcements. The Committee recommended that this be taken into account in all contracts for Families First.

The Committee did consider that the option appraisal documentation attached to the report needed to be more transparent and if possible independently assessed in future.

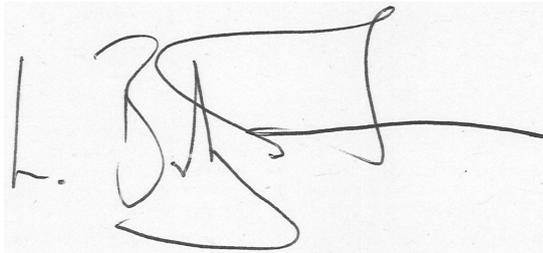
Finally, the Committee agreed to include the consideration of progress reports on Families First in its work programme for the next year.

I hope that these comments, advice and requests for information will be of use and support in improving outcomes for vulnerable children. The Committee looks forward to receiving a response to this letter before the Cabinet meeting on 27 July 2017.

To recap, this letter requests several actions, requests for information and recommendations, as follows and requires:

- Further briefings on the progress being made in recommissioning Families First;
- To present to Committee the draft Communication Strategy for Families First;
- Confirmation that the contracts will reference, the possibility of funding being withdrawn during the 4 Year period;
- That future options appraisals are transparent and independently assessed; and
- Provide regular progress reports throughout the 4 years on outcomes from Families First.

Yours sincerely

A handwritten signature in black ink, appearing to read 'L. BRIDGEMAN', with a long horizontal line extending to the right.

**COUNTY COUNCILLOR LEE BRIDGEMAN**  
**Chairperson – Children and Young People Scrutiny Committee**

CC: Tony Young, Director of Children's Services  
Jo Watkins – Cabinet Business Manger  
Chantel Abel – Assistant to the Cabinet member  
Angela Bourge – O M - Resources  
Ceri George - Improvement Project Manager - Prevention and Partnerships

**CARDIFF COUNCIL  
CYNGOR CAERDYDD****CABINET MEETING: 27 JULY 2017**

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**ANNUAL COUNCIL REPORTING FRAMEWORK - DIRECTOR OF  
SOCIAL SERVICES REPORT 2016/17****REPORT OF THE DIRECTOR OF SOCIAL SERVICES****AGENDA ITEM: 3**

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**PORTFOLIOS: CHILDREN & FAMILIES (COUNCILLOR GRAHAM HINCHEY)  
& SOCIAL CARE, HEALTH & WELLBEING (COUNCILLOR SUSAN  
ELSMORE)****Reason for this Report**

1. The purpose of this report is for the Cabinet to receive the 8<sup>th</sup> Annual Report of the Director of Social Services (Appendix 1) as required by the Welsh Government. The requirement is outlined in the document 'Part 8 Code of Practice on the Role of the Director of Social Services (Social Services Functions)' issued under Part 8 of the Social Services and Well-Being (Wales) Act 2014 (SSWB Act).

**Background**

2. From 2009/10, the Statutory Director of Social Services in each council in Wales has been required to produce and publish an Annual Report as part of an Annual Council Reporting Framework (ACRF) for social services.
3. Although this is the 8<sup>th</sup> Annual Report of the Director of Social Services, it is the first such report since the implementation in April 2016, of the SSWB Act. The Report and the systems and processes established to inform its production have been refined and developed in 2016/17 to take account of new guidance, a national template and learning from previous years. Feedback and comments received on the report this year will be taken into consideration during the preparation of future reports. This year, the focus has been on re-framing the report in response to the SSWB Act.
4. The Report was prepared following an in-depth analysis of the effectiveness of social care services. The resulting judgements and identification of improvement priorities are supported by performance information.

5. The report will be submitted to the Care & Social Services Inspectorate, Wales (CSSIW). The Regulation and Inspection of Social Care (Wales) Act places the annual Director of Social Services' report on a statutory footing and, in preparation for these new arrangements, CSSIW no longer produce an individual performance evaluation report for each council. Verbal feedback will be provided at a Performance Review Meeting in September between CSSIW, the Director of Social Services and relevant (invited) elected member portfolio holders.
6. The priorities for action identified in the Annual Report are reflected in the Directorate Delivery Plan for Social Services for 2017/18.

### **Issues**

7. The Report was finalised as a result of engaging managers and staff in a structured challenge process.
8. In previous years, the need to improve the opportunity for citizens who use or are eligible for social services to engage in some level of challenge prior to finalising the report and lessons learned has been noted. In recent years, the Director and senior managers, alongside members of the Corporate Parenting Advisory Committee have engaged in a face to face challenge session with young people based upon their own analysis of the report. This has been a positive and mutually beneficial experience and a similar event with young people was held on 17<sup>th</sup> June 2017. Feedback from the event is included in the report.
9. Social Services approached a number of stakeholder organisations via C3SC regarding the challenge process and they responded positively, being keen to engage and provide feedback. A draft version of the report was issued to these organisations and their feedback resulted in amendments to the report.

### **Scrutiny Consideration**

10. The draft Director's Report was considered at a joint meeting of the Children & Young People and Community & Adult Services Scrutiny Committees on 19 July 2017. The letter from the Chair of the Joint Committee is attached at Appendix 2.

### **Reasons for Recommendations**

11. To receive the Annual Report of the Director of Social Services for 2016/17 in order to fulfil the responsibilities required by the Welsh Government in the document entitled 'Part 8 Code of Practice on the Role of the Director of Social Services (Social Services Functions)'.

### **Legal Implications**

12. Statutory Guidance (on the Role and Accountabilities of the Director of Social Services, issued in June 2009 under Section 7 of the Local Authority Social Services Act 1970) states that the Director of Social

Services must report annually to their Council on the delivery, performance and risk as well as plans for improvement of the whole range of Social Services functions. The Statutory Guidance provides guidance on the content and process for formulating the annual report (Guidance paragraphs 6.8 to 6.13 inclusive). These reporting requirements are being placed on a statutory footing by the Social Services and Well-being (Wales) Act 2014 (SSWB Act) and Regulations and Codes issued thereunder, but the new legal provisions are not yet fully in force.

13. Recent guidance issued jointly by the Welsh Government and the Association of Directors of Social Services Cymru (The Local Authority Annual Social Services Reports Guidance) indicates that the new reporting requirements are to begin next year, in the reporting year of 2017/18. However, local authorities are encouraged to follow the template provided by Regulations made under the SSWB Act for the current (transitional) reporting year 2016/17 as a way of testing their systems and in readiness for the new reporting requirements (Guidance paragraphs 1.4 and 3.0).
14. Legal Services is instructed that the Annual Report of the Director of Social Services for 2016/17 meets the requirements set out in the Statutory Guidance 2009, as well as the new reporting requirements being introduced under Part 8 of the SSWB Act.
15. Under executive arrangements, Social Services functions are the responsibility of the Cabinet (pursuant to section 13(2) of the Local Government Act 2000 and Regulations made thereunder, SI 2007/399). However, the Guidance (both statutory and non-statutory guidance referred to above) confirms that the report must also be presented to full Council to ensure effective accountability and support improvement in respect of the performance of the local authority's social services functions.

### **Financial Implications**

16. There are no direct financial implications arising from this report.

### **RECOMMENDATIONS**

The Cabinet is recommended to receive the Annual Report of the Director of Social Services for 2016/17 and agree that it be presented to full Council.

### **TONY YOUNG**

Director of Social Services  
21 July 2017

*The following Appendix is attached:*

Appendix 1: Director of Social Services Annual Report 2016/17

Appendix 2: Letter from the Chair of the Joint Children & Young People and  
Community & Adult Services Scrutiny Committees dated 20 July  
2017

*The following Background Papers have been taken into account:*

Part 8 Code of Practice on the Role of the Director of Social Services (Social  
Services Functions)

The Local Authority Annual Social Services Reports - Guidance



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Director of Social Services  
Annual Report  
2016/17



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# 1. INTRODUCTION

## MESSAGE FROM CABINET MEMBERS

**Councillor Susan Elsmore, Cabinet Member for Social Care, Health and Well-being**

**Councillor Graham Hinchey, Cabinet Member for Children and Families**

We very much welcome this, the 8<sup>th</sup> Annual Report of the Director of Social Services. As Cabinet Members with direct responsibility for Social Services, those who need care and support in our city are our first priority, and this is reflected in the importance given to Social Services by the Cabinet and the Council as a whole.

This report reflects the growing coherence, strength and effectiveness of Social Services in Cardiff, in its second year as a single Directorate, following the merger of two previously separate Directorates serving Children's and Adults respectively. Whilst focusing on the previous financial year, this report should be understood as reflecting a longer term strategic development journey. One in which the decision to bring the two Directorates together was seen as key step towards enabling us to manage and deliver social services as a more effective and efficient totality. As a result, the Council is now better able to harness social services and partner resources and expertise across the whole system, promote individual citizens' independence and enable more people to remain in their own families and homes. There is much to do to achieve this to the fullest extent possible within resources.

Whilst we recognise that this more coherent whole-systems approach is consistent with the requirements of the Social Services and Well Being (Wales) Act 2014, we have to acknowledge the scale of the task facing us. Demographic growth and the increasing pressures of financial austerity, make the risks of the journey ahead, one of national and local governments' defining challenges. The nature of these challenges in the context of a fast-growing, complex and increasingly diverse city make them particularly significant for Cardiff.

We believe it is important that the Director's Annual Report provides a publicly accountable picture of Social Services that recognizes strengths and weaknesses, and which enables us to know what we must focus on over the next 3 years in order to improve further; this report provides that balanced insight. It tells us that we have reason for greater confidence about the future but must remain resolutely focused on improving what we offer to those in our community who need care and support.



## FOREWORD

**As the Council's Statutory Director of Social Services it is part of my job to report to you annually on how well I think the Council's Social Services are performing overall.** The report that follows relates to the 2016/17 year and is the result of a process of planning, review and evaluation undertaken by Operational Managers in the Social Services Directorate. The intention of the report is to set out our progress in developing services that enable people in Cardiff to access information, advice and assistance, and to secure care and support where eligible, following an assessment.

Although this is the 8<sup>th</sup> Annual Report of the Director of Social Services, it is the first such report since the implementation in April 2016, of the Social Services and Well-Being (Wales) Act 2014 (SSWB Act).

The advent of the SSWB Act marks a significant sea change in the legislative framework within which social services in Wales are to be developed and delivered. Some of the areas where change has been most significant include:

- **Information, Advice and Assistance** - The SSWB Act sets new requirements on local authorities to establish information, advice and assessment arrangements for individuals seeking assistance, essentially to improve access and enable people to get the right help more quickly.
- **Co-production** - The SSWB Act fundamentally alters the relationship between Social Services and individual citizens, placing a significant emphasis on ensuring that when we assess need and enable access to services, individuals themselves play a much stronger role in determining the personal outcomes that need to be achieved and in determining how they should be achieved.
- **Prevention** - The SSWB Act puts 'prevention' front and centre. This requires that Social Services work with partners and communities to develop new models of service and support. These new service models should be designed to make it more likely that individual citizens are nevertheless able to stay in their own homes, families and communities and that they experience less intrusive public service 'interventions'.
- **Integration** - The SSWB Act requires that we establish effectively integrated services between key agencies and with the NHS in particular, so that citizens can benefit from efficient services and readily available access to the full range of professional help available, irrespective of the agency they approach.
- **Carers** - The SSWB Act also extends carers' entitlements, an essential recognition of the needs that carers may have in their own right.
- **Safeguarding** - The SSWB Act has strengthened safeguarding arrangements, particularly for adults.

These new requirements represent a significant set of transformational challenges for social services in Wales to meet. The report that follows provides insight into the progress we have achieved in Cardiff in rising to these challenges and highlights the areas that need further development over the medium term. Realism is very important in judging our likelihood of



success, given the context of a public services funding future that is at best highly uncertain, and at worst, a threat to sustainability.

Another change flowing from the SSWB Act is the nature of this report itself. Directors of Social Services across Wales are now expected to make their reports on the basis of a common template as set out below.

### **Challenge Process**

The analysis and judgements in this report were subject to a process of challenge that included testing out and gathering feedback from staff teams via the Staff Ambassador Network. A dedicated process was also planned for citizens, but unfortunately, this could not go ahead because the take up was too low despite attempts to promote the event via third sector providers. As an alternative, the interested individuals met with the Assistant Director for Children's Services. In addition to this, challenge events were held, via the Cardiff Third Sector Council (C3SC) and separately for looked after children and care leavers. Taken together, these engagement sessions enabled us to strengthen our evaluation and amend this report accordingly.

I am pleased to be able to report that the City of Cardiff Council continues to improve in key areas of Social Services despite severe financial pressures. Social Services for adults and children remain a clear priority for the City of Cardiff Council and the Council continues to afford Social Services a significant degree of budget protection. This is reflected in the Council's endorsement of its budget for 2017/18 and the allocation of £9.2m net growth for Social Services, including 59 additional posts; this at a time when other priority areas for the council are required to operate on the basis of reduced budgets.

Social services are provided in a context of significant and continuing rises in demand and this presents real challenges in terms of ensuring consistency in the quality and standard of service in key areas. Following the amalgamation of the Adults and Children's Directorates into a single Social Services entity in 2015/16, this year has seen the Directorate take the opportunity to provide greater coherence in policy and practice to support more effective delivery of social services. Our implementation of the Social Services and Well-being (Wales) Act 2014 has led to a tangible cultural shift in our approach to the delivery of care and support. Our strong strategic focus on service improvement has brought about the kind of results in terms of inspection outcomes that increase confidence about the prospects for even better performance in the future.

### 3 Key Commitments and Strategic Aims of the Directorate Management Team:

- **Home First** – we will maximise opportunities to support children and adults in their homes where it is safe to do so, avoiding unnecessary intervention or care.
- **What Matters to Me** – we will ensure that what is important to those who may need care and support is at the centre of our needs assessment approach and all individual plans. The voices of children, adults and their carers and families will be treated with respect and will drive everything that we do so long as this is consistent with the safety of those in need of care and support.
- **Affordable Futures** – we will ensure that our longer term strategies, commissioning and service design maximises the affordability of care and support provision so that we can continue to support people in the community in the context of a reducing budget base.



The implementation of the **Social Services and Well-being (Wales) Act 2014** with effect from 6<sup>th</sup> April 2016, means that for all Councils and their partners across Wales, 2016/17 has been a transitional year. This report has been completed in line with an agreed national template that seeks to promote consistency of approach and enable better informed comparisons in the achievement of well-being outcomes across Wales.

## Headline Volumes in Context

Cardiff has a population of **357,200** (as at 2015) with **73,500** children and young people aged 0-17 and **283,700** adults aged 18 and over. Of these, **2,473** are in receipt of services from Children's Services and **7,719** are in receipt of services from Adult Services at any one time; many thousands cross our threshold during a given year. Thousands are helped to achieve better outcomes through the provision of short term support or who, as a result of a period of care, go on to live independent lives.

Children's Services received **29,389** contacts / referrals in 2016/17. **721** children were being looked after at 31<sup>st</sup> March 2017, and **191** were included on the Child Protection Register.

Adult Services received **8,102** enquiries and **837** Protection of Vulnerable Adult referrals during 2016/17. **7,289** adults were assessed or reviewed during the year and **7,719** were in receipt of services as at 31<sup>st</sup> March 2017, of which **1,022** were receiving residential and nursing care, **3,505** were living at home with social care packages and **3,192** were receiving other services.



## 2. DIRECTOR'S SUMMARY OF PERFORMANCE

On the basis of national government performance measures, Cardiff's Social Services were the most improved in Wales at the end of 2015/16. This was supported by positive inspection reports in relation to: Children's Services, the Youth Offending Service, Domiciliary Care and Reablement. This provided a solid platform for further improvement during 2016/17 and the continuation of our growing effectiveness is evident throughout this report.

We are convinced that many of our challenges, financial, performance or otherwise can be responded to more effectively by joining forces across Council Directorates and combining resources to support people in new ways. There are many examples where we have initiated new projects or secured real progress already during the year, including joint strategies in relation to housing and accommodation, smarter approaches to new technology, modernising working practices, integrated public access points or 'gateways' and engaging partners more productively. Nevertheless, these will take time to make a direct impact and improve delivery for citizens. As our performance figures suggest below, there is encouraging progress.

2016/17 has been a unique, transitional year in terms of performance management and measurement due to the introduction of new performance reporting requirements and the National Outcomes Framework following implementation of the Social Services and Well-being (Wales) Act 2014. Although the new reporting requirements created a number of completely new performance indicators (PIs), some of the PIs from the previous performance regime were retained. This makes year on year comparison more complex and it is difficult to reach firm conclusions about whether performance has improved or declined. Nevertheless, it is the Directorate's view that overall performance has been positive during the year in the context of increasing demand and complexity. The evidence for this view is set out in the paragraphs below, but it is particularly pleasing to note improvement in the following areas:

- Timeliness of statutory visits to looked after children - 95% (1,933 / 2,033) in 2016/17 from 87% (1,537 / 1,774) in 2015/16.
- Secondary school attendance for children looked after in Cardiff schools improved to 94.5% from 91.8% in 2015/16.
- Decrease in the rate of Delayed Transfers of Care to 5.22 from 11.18 in 2015/16.
- Percentage of people helped back to independence without ongoing care services, through short term intervention increased to 90.8% (461 / 508) from 72.6% (488 / 672) in 2015/16.

In addition to the new quantitative indicators, qualitative surveys were introduced for the first time. These give us valuable soft intelligence about citizens' views of the service they receive and these are cited throughout the report. It is noted that there was a low level of response from carers and this is an area that we will be looking to strengthen in 2017/18.



## SERVICES FOR ADULTS

**KEY MESSAGE** – Social Services for adults remain a top priority for the Council, receiving strong support from the Cabinet and the Chief Executive. We are particularly committed to enhancing prevention to maximise the opportunities for people to live as independently and safely as possible.

During 2016/17 the main focus for **Adult Services** has been to help people to live independently, enabling people to develop the skills they need to live on their own, supporting them with reasonable adaptations to their homes and providing services in a way that meets their needs and outcomes.

This focus resulted in:

- Increase in number of adults in receipt of Direct Payments from 615 as at 31<sup>st</sup> March 2016 to 621 as at 31<sup>st</sup> March 2017.
- Increase in percentage of people helped back to independence without ongoing services, through short term intervention from 72.6% (488 / 672) to 90.8% (461 / 508).
- Increase in the number of carers (of adults) aged 18 or over known to Social Services who were offered an assessment or review of their needs from 76.8% (2,735 / 3,562) in 2015/16 to 79.5% (2,833 / 3,563).
- Decrease in the rate of Delayed Transfers of Care to 5.22 from 11.18 in 2015/16.
- Decrease in the rate of older people whom the authority supports in care homes per 1,000 of population from 17.6 as at 31<sup>st</sup> March 2016 to 16.6 at 31<sup>st</sup> March 2017.

## SERVICES FOR CHILDREN

**KEY MESSAGE** – Children’s Services remains a top priority for the Council, receiving strong support from the Cabinet and the Chief Executive. During 2016/17 the service has focused on progressing key areas of strategic development, particularly around prevention and integration whilst sustaining work to improve practice on the ground.

In relation to **Children’s Services**, during 2016/17 the focus continued to be on improving performance in relation to indicators that have the greatest significance for safe and effective practice concerning children.

2016/17 was a year of significant activity within Children’s Services with the launch of the Child Sexual Exploitation Strategy and development of the Corporate Parenting Strategy. In addition to this, the implementation of the Multi Agency Safeguarding Hub (MASH) was completed and the implementation of a new Signs of Safety approach to service provision was initiated.



Areas that were prioritised during the year include:

- Timeliness of initial child protection reviews – remained stable at 94.2% (374 / 397) from 94.4% (526 / 557) in 2015/16.
- Timeliness of looked after children reviews remained stable at 94.8% (1,928 / 2,033) - 94.5% (1,676 / 1,774) in 2015/16.
- Timeliness of statutory visits to looked after children improved to 95.1% (1,933 / 2,033) from 86.6% (1,537 / 1,774) in 2015/16.

During the year there was a continued focus on recruitment and retention – the percentage of Social Worker vacancies increased slightly to 23.5% from 22.2% in 2015/16 and recruitment initiatives are ongoing. A new recruitment programme will be launched early in 2017/18 to continue the process of filling existing vacancies. The main reason why overall vacancy rates have not reduced is that there have been more internal transfers and promotions, suggesting that retention is improving and that staff are investing in the future of the Directorate. There were some good examples of staff achieving promotional appointments, thereby supporting career development and staff retention. As a result of our work to improve recruitment and retention, a more stable workforce across the service is emerging and, except where essential maternity cover is required, there is less reliability on agency staff. An agreement remains in place that when all vacancies have been filled, Children’s Services will continue to recruit to a “pool” of additional Social Workers. This will enable the service to maintain consistency of service provision and caseloads whilst managing healthy staff turnover without needing to rely on expensive agency Social Workers.

## INSPECTION OUTCOMES

- A Wales Audit Office (WAO) report on the Review on Delayed Transfers of Care (DToC) in September 2016 was presented to the Regional Partnership Board in October. An earlier WAO report in 2009 recommended the need for a more integrated approach to promoting older people’s independence, indicating that improvement in performance would need considerable and focused attention. The 2016 report recognised that:
  - Partners are working well together to manage DToC, whilst realising their plans for a whole systems model.
  - The partnership is starting to benefit from having a stable, consistent management tier in place in Cardiff.
  - The way that Cardiff Council’s Community Resource Team worked to address a critical short term gap in domiciliary care capacity.
- Cardiff Council Homecare Service – Community Resource Teams (CRT’s) - Care and Social Services Inspectorate Wales Care (CSSIW) Standards Act 2000 Inspection Report was published on 30<sup>th</sup> September 2016. The inspection concluded that ‘The service works well with the local Health board and joint assessments are common practice. People using the service were very complimentary of the service provided and the knowledge of care staff. No non-compliance notices were issued at this inspection and we did not identify any areas for improvement’.



- In their annual Performance Review of Cardiff Council's Social Services during 2016/17, the Care and Social Services Inspectorate Wales (CSSIW) identified the following:
  - Stability in leadership has brought much needed direction and clarity to the department which is of benefit to the service as a whole.
  - Relocation of teams in Social Services was completed and staff are reported to be positive about the move. Flexible working is now embedded in Adult Services as well as Children's Services. Co-location allows for more joined up working between Adult and Children's Services and is working well.
  - The local authority is responding well to the current challenges within Children's Services in regards to the continuing rise in numbers of care proceedings. The local authority has increased resources to respond efficiently to connected person applications. A dedicated team of four social workers have been appointed to this new team. CSSIW will follow up on this new development in the coming year.
  - The local authority has responded well to the accommodation needs of unaccompanied asylum seeking children. Cardiff has taken a lead in coordinating allocation of children to local authorities across Wales and has shown commitment to ensuring young people are looked after appropriately.
  - Significant progress has been made in reducing the number of delayed transfers of care (DTC). Additional resources have been put into the hospital teams and, together with improved partnership arrangements with the University Health Board (UHB), this has realised benefits for the citizens of Cardiff in reducing delays in discharge times from hospital for social care reasons.
  - Capacity within residential and domiciliary care services remains fragile. We are aware of a specific issue with local sufficiency of dementia nursing provision. It is positive to note the local authority has embarked on a large recruitment drive with a number of domiciliary care services to attract care workers into the sector. Initial feedback would indicate some success.



### **“More than Just Words” / “Mwy na Geiriau”**

The introduction of the Welsh Language Standards has resulted in more corporate responsibility for ensuring provision of bilingual services both in social care and the council as a whole. The legislation behind the Welsh Language Standards has helped to reinforce the important requirements of Mwy na Geiriau. The new Follow-on Strategy for Mwy na Geiriau and its action plan for 2016-19 links each of its objectives to the relevant part of the Welsh Language Standards. This leaves the Social Services Directorate to focus on the importance of language need and the active offer in the field of social services, with an emphasis on supporting the staff to be able to meet the requirements of both the Mwy na Geiriau and the Welsh Language Standards.

Social Services in Cardiff recognise the importance of meeting Welsh language need as part of routine assessment and care



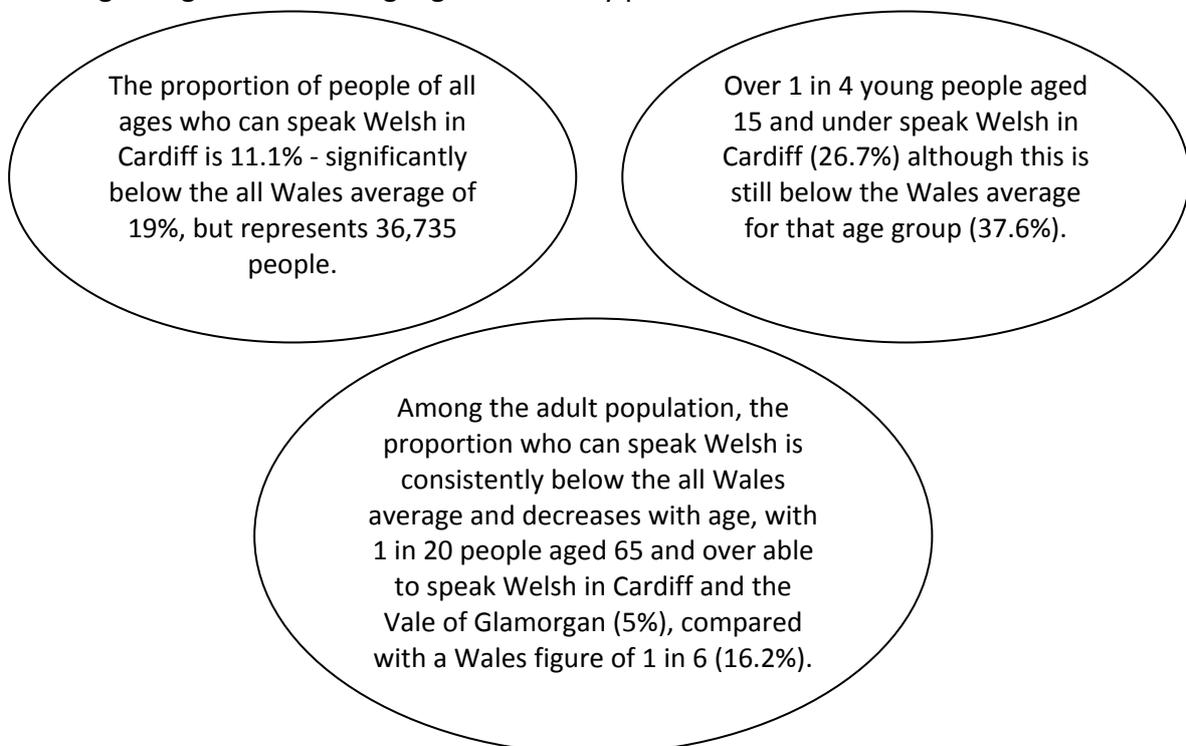
and are committed to providing and developing Welsh language services. During the year, the Directorate has been working towards increasing capacity to deliver bilingual services as there is a current lack of capacity in the teams that is reflected in the small number of Welsh speakers Council wide. Staff are encouraged to enrol on Welsh language lessons and use any existing Welsh that they have. Increasing the number of Welsh speakers is proving difficult under the current recruitment process and it is hoped that Linguistic Assessments will be integrated into the Human Resources recruitment process in order to begin making a difference. To date only 1 post has been advertised as Welsh essential and, unfortunately, no applications were received.

#### Welsh Language Standards Objectives for Social Services:

Increase opportunities for people to receive Health and Social Care in Welsh by:

- Ensuring that an active offer of Welsh language services is communicated to all Social Services staff and within commissioned services.
- Including Welsh language service provision within third sector and independent contract specifications, service level agreements and grant funding processes.
- Developing plans to maximise ability to provide services in Welsh with current Welsh-speaking staff; where gaps in workforce capacity to deliver services in Welsh are identified these should be reflected in the organisation's Bilingual Skills Strategy.

The Cardiff and the Vale of Glamorgan Population Needs Assessment reports the following statistics regarding the Welsh language community profile of Cardiff:



Given the increase in need for Welsh medium primary and secondary education in the area, the trend shows a likely increase in Welsh speakers in Cardiff in the future. Meeting the needs of these people may prove to be more challenging because we don't have as many Welsh speaking



staff available as other regions of Wales, where there is a greater percentage of Welsh speakers in the population.

An exercise to profile Welsh language skills is ongoing, although particular pressure points have been identified at receptions and the First Point of Contact. On the whole, we are not currently meeting the corporate target of 10% of staff in every team having a level of Welsh that would enable us to guarantee a bilingual service at all times.

During the year we have met Welsh speakers' needs by undertaking the following activities:

- Welsh language preference is recorded on the CareFirst client record database so that we know to respond to the person's language need from that point on, and to prompt staff to make an active offer.
- All publically available written information is in Welsh in compliance with the Standards and we are working towards ensuring that correspondence is also compliant.
- Individual staff are demonstrating compliance and increasingly knowledgeable about issues for their services (e.g. posters and websites). Where audits have identified non-compliance staff are very willing to rectify issues – which shows progress in relation to staff awareness and culture.
- The lead officers for our More than Just Words Strategy have reported a growing level of interest amongst staff who are seeking to learn Welsh or extend their bilingual confidence.
- We have sought to ensure that we are fully compliant with the Standards – and by doing so we should be providing a good quality service to the public.

## Achievements over 2016/17

- ✓ Questions to record the individual's Welsh language preference and that an active offer has been made have been added to the CareFirst client record system.
- ✓ A survey was issued to profile the specific skills, confidence and training needs of Welsh speaking staff and learners, so that the Directorate can understand the current provision and capacity to provide an active offer across all services. Whilst some responses are awaited, it has highlighted that we do have a gap in the ability to provide a completely bilingual service.
- ✓ Welsh Language awareness training continues to be rolled out.
- ✓ Encouraged new learners and existing Welsh speakers to undertake training to increase their confidence.
- ✓ A corporate process solution is being developed to ensure that Welsh speaking workers are recruited when posts become vacant in teams that are unable to provide an equal service in Welsh (adding Linguistic Assessment to DigiGov recruitment process).
- ✓ Information to promote the active offer and compliance with the standards continues to be circulated to all Social Services staff.
- ✓ Discussions have progressed between Social Services, Bilingual Cardiff and Commissioning staff to identify how most effectively and appropriately to communicate the Welsh Language requirements to third party providers of services. A corporate approach which extends beyond social care to all council providers is currently being



explored.



## FUTURE CHALLENGES

### Top challenges facing Cardiff Social Services:

1	Ongoing implementation of the Social Services and Well-being (Wales) Act 2014.
2	Finalise and commence implementation of an Integrated Service and Financial Strategy for 2017-2022/27 in order to ensure a sustainable future for Social Services.
3	Progressing key areas of integrated development on a regional basis with the Vale of Glamorgan Council, the University Health Board and partners.
4	Further embed First Point of Contact / Information, Advice and Assistance functions across Social Services by March 2018 in order to enable people to identify their own needs and achieve their own outcomes.
5	Strategic commissioning agenda - the development of an integrated and coherent strategic commissioning framework for the Directorate will be a key priority for 2017/18. This will enable us to ensure the most effective balance between cost and quality. It will ensure that services are designed, procured and managed in a way that maximises benefit for children and adults and that promotes independence.
6	Preparing for the implementation of the Regulation and Inspection of Social Care (Wales) Act 2016.

### Top challenges facing Children's Services:

1	Implementing and embedding the Signs of Safety approach.
2	Improve recruitment and retention of Children's Social Workers, ensuring the Council achieves and maintains a vacancy rate below 18% by March 2018 to raise standards and drive the quality and competency levels of staff through effective workforce development in order to enable those with care and support needs to achieve what matters to them.
3	Reducing numbers of looked after children and ongoing shift in culture towards the preventative agenda.
4	Child Sexual Exploitation (CSE) agenda – widen the effective reach of the CSE Strategy to enhance family and community awareness and strengthen their ability to protect children.
5	Strengthen the capacity of children's social services to address increasingly complex needs of children including trafficked children, children subject to Deprivation of Liberty considerations and children struggling with mental health conditions.

### Top challenges facing Adult Services:

1	Work with partners to maintain improvements to the reduction in Delayed Transfers of Care for social care reasons during 2017/18 to support more timely discharge to a more appropriate care setting.
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- 2** Fragility of the domiciliary and nursing care market - limited capacity in the market remains a concern for Cardiff because it reduces the ability to start new packages of care. This leads to increased waiting times and delays in hospital discharge.
- 3** Challenges regarding Continuing Health Care (CHC) funding - we need to better equip Social Workers with the skills and confidence to address the challenges in negotiating funding responsibilities with Health partners in relation to individual packages of care.
- 4** Living Wage - additional resources were set aside in the 2016/17 budget to reflect the impact of cost pressures relating to the National Living Wage (NLW). A similar approach has been agreed in relation to the 2017/18 budget.
- 5** Develop a Learning Disability Day Opportunities Strategy and prepare an effective business case for the re-development of Tremorfa Day Centre.
- 6** Develop and implement an Older People's Housing Strategy in partnership with Communities.
- 7** Implement the recommendations of the Community Services Review in collaboration with the University Health Board, regarding the future model of Community Mental Health Services.



## 3. HOW ARE PEOPLE SHAPING OUR SERVICES ?

During the year we have involved people in service development in a number of ways - highlights include:

- A consultation group with young people regarding the Corporate Parenting Strategy and advice on the young people's version of the document.
- The Fostering Service and Supported Lodgings Service have consulted with young people regarding the design of recruitment and information documents.
- Young people were involved in the interview process for Looked After 14+ Team Manager, Looked After Children Service Social Workers and Traineeship Support Worker.
- We have a group of young people trained as Young Commissioners who are embarking on assisting us with the recommissioning of Families First and were involved in the commissioning of the existing programme.
- We were involved in hosting a parents' voice event where parents told a group of professionals about their experiences of receiving service so that we can learn lessons regarding what worked and what did not – in order to help us shape the development of family services in the future.

Building on our procurement award for involving young people in the commissioning of the first Families First programme in 2012, we have continued to engage citizens as follows:

- Involving young people through the Young Inspectors work (managed by the Youth Service) whereby young people have been trained to inspect all our Families First services to assess how well they do involve citizens in their work. We are also working with this group to prepare for the commissioning of the next Families First programme during 2017/18.
- We fund an organisation named Spice to run a time credits programme (jointly funded with the Neighbourhood Partnerships and Communities First). This has provided a way to reward volunteer activity, but we are also working with them to develop a reference group of parents who can tell us about the services they need in the next round of commissioning.
- Spice are also involved as part of a consortium led by Cardiff University and working with Tros Gynnal Plant to undertake a piece of co-production work with families to develop a step-down service from Children's Services. They held an event that involved 39 adults with 39 children (facilitated by Spice) as well as a focus group with the Young Commissioners' group. They are also undertaking a 'rapid ethnography' which involves shadowing families for a period of time to find out from them their concerns and issues. Finally, the outcomes of this period of the work will be fed back to a steering group and a stakeholder group to identify the kind of service that needs to be developed.
- Barnardo's and Children's Services organised a voice event for citizens in November 2016. This provided an opportunity to hear about the experience of 7 families, including some who had received Families First services. We will be using the findings from this event as part of our stakeholder engagement to inform plans for the next round of commissioning.



In Adult Services, a Direct Payments consultation was undertaken with case managers, Social Workers and citizens in order to assess the current service provision and establish principles for future service models. It identified that:

- Approximately 30% of people in receipt of Direct Payment (including Children's and Adults) replied (187).
- 90% believed that Direct Payments were able to meet their care needs.
- Over 70% of respondents believed that the Direct Payment service satisfied or exceeded expectations.

As part of the ongoing case management and review process in Adult Services, issues relating to the quality of services delivered by the independent sector domiciliary care providers are recorded and a score allocated as part of the quarterly Provider Quality Score (PQS). This is used as part of the quality element of the bidding process on the *adam* system that is used to allocate domiciliary care packages to the bidder who submits the highest score based on a 50% quality / 50% cost scoring system.

Regular feedback is obtained from users who access the services of the Ty Canna Mental Health recovery model and the new reconfigured Learning Disability Day Services Feedback has included:

"Ty Canna is priceless".  
"It gives me a sense of purpose- a guiding force which has helped me on my path".  
"It has stimulated my mind and helped me move through recovery".  
"Ty Canna has been key in helping me to get a job and get my life back on track".  
"The staff are very experienced and well trained to help people with mental health needs".  
"Ty Canna is a lifeline for me – who knows where I'd be without it"

In relation to the Complex Needs Day Service, feedback from families, carers, case managers and Health colleagues in relation to the Complex Needs Day Service includes:

- **Families / carers**

"The service has been very good, E seems very happy too".  
"C has relaxed a lot more this year, C is enjoying his day service and the changes have been very positive, this change has followed through to all aspects of C's life. C is calm and happy at home and when out with the family, this reflects on all the family".  
"Very pleased with the level of support from all the staff members".  
"R is learning to be more independent".  
"Very pleased".  
"Very happy with the service, it's changed my life and enhanced R's".  
"N is listening more, happy, not so tired and is a different lady".



- **Case managers / Health colleagues**

“Mrs K sent a touching letter describing how well K is doing at the service and how she is now so happy, motivated and physically more able. Thank you for your hard work 😊”.

“The training that Day Service staff have received has had a very positive impact on how we deliver the new service”.

“Compassionate, committed and caring”.

Work commenced on the national survey element of the new Social Services quantitative performance measures with a citizen survey being undertaken across Adult and Children’s Services. In Adult Services 1,266 people were sent the relevant standard Welsh Government questionnaire in October 2016, which gathered qualitative performance data relating to our care and support planning. The response rate was 39% for adults in need of care and support and 40% for carers. In Children’s Services, 673 questionnaires were sent out to children over the age of 7 and 522 questionnaires were sent out to parents. An additional 217 surveys were issued to young people aged 18+. The response rate was 31% for children, 12% for parents and 12% for young people aged 18+. The results are referenced in the relevant chapter throughout this report.

## ‘LEARNING THE LESSONS’ - COMPLAINTS AND REPRESENTATIONS

The Directorate commissioned an independent review of the current arrangements for managing complaints in order to support a coherent approach to quality assurance across Social Services as a whole and ensure more effective learning from their outcomes. A number of recommendations identified key improvements across the Directorate and these will be implemented in 2017/18.

### Children

Children’s Services received 128 complaints during 2016/17, a 5% decrease on the 135 complaints received during 2015/16. 9 complaints were received direct from children and young people (or an advocate) during the year compared with 20 in 2015/16.

There were 6 Stage 2 investigations initiated in 2016/17 compared with 9 in 2015/16. There were 6 referrals to the Public Service Ombudsman for Wales, compared with 4 in 2015/16. The activity in relation to these has been as follows:

- Children’s Services are finalising their response to recommendations received from the Ombudsman in relation to 1 complaint.
- The Ombudsman liaised with Children’s Services and determined that they would not be investigating 4 complaints.
- The Ombudsman liaised with Children’s Services to assess 1 complaint and it was agreed that a Stage 2 investigation would be undertaken.

Stage 1 complaints are resolved effectively which means that only a small percentage of complaints – 8% (10 / 128) proceed to Stage 2 or the Public Service Ombudsman for Wales.



## Adults

Adult Services received 67 complaints during 2016/17, an 11% decrease on the 75 complaints received during 2015/16.

There were 5 Stage 2 investigations in 2016/17 compared with 3 in 2015/16. There were no investigations by the Public Service Ombudsman for Wales, compared with 2 in 2015/16. 1 referral to the Ombudsman was resolved via responding to a “quick fix” request, rather than proceeding to investigation.

Stage 1 complaints are resolved effectively which means that only a small percentage of complaints – 7% (5) proceed to Stage 2 or the Public Service Ombudsman for Wales.

## Themes

From the complaints received during 2016/17, the following themes were identified in relation to children and adults:

- Staff not returning calls / responding to messages / poor communication.
- Complaints are around quality of care, e.g. service delivery / missed calls.
- Case management and review e.g. unhappy with service provided by Social Worker, delay in responding to service request and / or assessment outcome.
- Other examples from Children’s Services include:
  - Financial matters, e.g. needing to repay overpayments of Housing Benefit.
  - Issues relating to contact between looked after children and their families.
- Other - examples from Adult Services include:
  - Self-funding residents not being financially assessed in a timely way.
  - Unhappy with procurement systems that restrict access to particular providers.

## Compliments

Children’s Services received 31 compliments during 2016/17, a 30% decrease on the 44 received during 2015/16.

Adult Services received 17 compliments during 2016/17, a 240% increase on the 5 received during 2015/16.



# PROMOTING AND IMPROVING THE WELL-BEING OF THOSE WE HELP:

## 5. WORKING WITH PEOPLE TO DEFINE AND CO-PRODUCE PERSONAL WELL-BEING OUTCOMES THAT PEOPLE WISH TO ACHIEVE

Outcomes achieved:

- ✓ People enabled to identify their own needs and achieve their own outcomes by establishment of First Point of Contact and Information, Advice and Assistance functions with partner agencies.
- ✓ Young people better supported in transition from fostering to independence following implementation of When I Am Ready scheme.
- ✓ More people enabled to make their own choices and take control over the care services they receive by continuing to increase the uptake of Direct Payments for children and adults from 905 during 2015/16 to 933 during 2016/17.
- ✓ People better supported to engage and participate when local authorities are exercising statutory duties in relation to them following review of advocacy provision with the Vale of Glamorgan Council.

### What did we plan to do last year ?

- Implement and embed the Information, Advice and Assistance function with partner agencies by March 2017 to enable people to identify their own needs and achieve their own outcomes.
- Improve the effectiveness of transitional support for disabled and vulnerable children approaching adulthood by implementing a regional Transition Protocol across Cardiff and the Vale of Glamorgan by March 2017 to ensure a smooth transition to adulthood.
- Progress the remodelling of services for disabled children, young people and young adults aged 0-25 across Cardiff and the Vale of Glamorgan by December 2018 to improve effectiveness and efficiency of services and outcomes for young people and their families.
- Plan and implement a new model for the delivery of children's social services and social work intervention by March 2017 to improve the effectiveness and efficiency of services by implementing an agreed, accredited and evidence based practice methodology based on:
  - Signs of Safety
  - Restorative Practice.



- Implement and embed the When I Am Ready Scheme to support young people in transition from fostering to independence by March 2017.
- Continue to increase the uptake of direct payments as an alternative to direct provision of care for Cardiff adult residents with care and support needs in line with the Social Services and Well-being (Wales) Act 2014 by March 2017 to enable people to make their own choices and take control over the care services they receive.
- Review Advocacy provision, working with the Vale to ensure a consistent approach across all service areas by March 2017.

## How far did we succeed and what difference did we make ?

### Information, Advice and Assistance (IAA)

The First Point of Contact (FPoC) for Adult Services was launched on 1<sup>st</sup> October 2015 to respond to enquiries in the Independent Living Services, Health and Social Care. It works within the Social Services and Well-being (Wales) Act 2014 as a telephony triage service that is the first stage in finding alternative solutions via outcome focused conversations. During 2016/17 the service resolved 2,002 cases including low level issues through the provision of signposting, information and advice, as well as cases that require more direct attention; these are referred to Independent Living Officers who are able to undertake a level of holistic assessment, avoiding the need for more significant Social Services interventions. A further level of assessment was integrated into the FPoC for more complex cases which has significantly enhanced the effectiveness of the service overall.

This social work team was integrated into the FPoC in September 2016, consisting of 5 Social Workers including highly experienced practitioners. The team have been working jointly with Contact Officers and Visiting Officers to ensure a preventative approach is taken and individuals are supported to regain and maintain independent living within a community setting. The Social Workers work jointly with Contact Officers on a daily basis to advice and guide on telephone contacts requesting Information, Advice and Assistance, prior to Social Services involvement.

Month (2016/17)	Apr-2016	May-2016	Jun-2016	Jul-2016	Aug-2016	Sep-2016	Oct-2016	Nov-2016	Dec-2016	Jan-2017	Feb-2017	Mar-2017
<b>No. of Well-being Assessments completed by FPoC</b>	220	218	281	313	357	287	241	279	210	284	259	220
<b>No. resolved with the provision of IAA by FPoC</b>	89	100	156	187	229	177	148	175	157	205	183	157
<b>No. referred to Social Services</b>	131	118	125	126	128	110	93	104	53	79	76	63
<b>Percentage dealt with by FPoC team with no onward referral to Social Services</b>	40%	46%	56%	60%	64%	62%	62%	63%	75%	72%	71%	71%



Through training in IAA methodology, the First Point of Contact (FPoC) and Independent Living Services are able to identify where those with established health conditions and complex care needs require referral to Social Services. Social care support within preventative services allows access to professionals with extensive knowledge that enables accurate identification of individuals where tertiary prevention should be applied to help delay any escalation of conditions. In addition to FPoC, our Preventative Services include the following multi-skilled teams - Occupational Therapy, Joint Equipment Service, Disabled Facility Service, Day Opportunities Team, and a team of Independent Living Officers (ILO's) who's role is to act as an enabler by which adults access the services that can help achieve the aim of independently living in their own home. If after speaking with FPoC the citizen requires further information or advice on supporting themselves to live independently an ILO will visit them. They will have a 'what matters' conversation to establish what personal outcomes they wish to achieve and how we can assist them in removing any barriers they are facing. By carrying out holistic visits the ILO's can identify the need for, and refer into, a range of different services such as local social activities, sheltered housing, home adaptations, community reablement, telecare, fire safety checks, benefit checks, occupational therapy, floating support, day opportunities and information and advice on social care.

If a person requires IAA on homelessness we direct them to the local authority housing options team. Anyone presenting for assistance is provided with information, help and advice to help prevent homelessness. This will also include mediation services. Where prevention is not a viable option clients will have an assessment of their needs and may be placed in hostel accommodation or supported lodgings accommodation with a planned pathway into independent living. This multi-disciplinary approach to working allows for a constant exchange of knowledge and expertise between teams which ensures that high quality and timely IAA service is provided.

For disabled children and young people, Integrated Care Fund monies have enabled delivery on an on-site first point of contact service within St David's Hospital and Llandough Hospital, supporting families to access early information and assessment of need to support effective signposting.

From one of our challenge sessions it emerged that citizens and their families have learned from their experience that they would like the way that we engage with them to be more sensitive to their needs and to have a level of choice around the worker with whom they will be engaging. We have considered this feedback and every effort is made to ensure that the Social Worker and citizen have a good rapport and are compatible. However, if this is not the case then we afford people the opportunity to exercise a degree of choice and consider a change of Social Worker. We are also mindful that there will be times when a citizen in need of care and support or carer exercises choice in relation to visiting dates and times, and we endeavour to comply with their wishes whenever possible.

#### Performance Update & Survey Results

- *People reporting that they have received the right information and advice when they needed it*  
Adults = Yes = 364 / 475 = 76.6%  
Carers = Yes = 2 / 6 = 33.0%  
Children = Yes = 152 / 210 = 72.4%  
Care leavers = Yes = 19 / 27 = 70.4%

- *People reporting that they were treated with dignity and respect*  
 Adults = Yes = 440 / 476 = 92.4%  
 Carers = Yes = 4 / 5 = 80.0%  
 Children = Yes = 172 / 210 = 81.9% (respect)  
 Care leavers = Yes = 24 / 27 = 88.9%
  
- *People with a care and support plan reporting that they know who to contact in Social Services about their care and support*  
 Adults = Yes = 388 / 472 = 82.2%  
 Carers (support only) = Yes = 3 / 5 = 60.0%  
 Children = Yes = 182 / 210 = 86.7%  
 Care leavers = Yes = 23 / 27 = 85.2%
  
- *People reporting that they felt involved in any decisions made about their care and support*  
 Adults = Yes = 365 / 473 = 77.2%  
 Carers (support only) = Yes = 3 / 5 = 60.0%  
 Children (views listened to) = Yes = 150 / 210 = 71.4%  
 Care leavers = Yes = 21 / 27 = 77.8%
  
- *People who are satisfied with the care and support they received*  
 Adults = Yes = 381 / 472 = 80.7%  
 Carers = Yes = 3 / 5 = 60.0% (support)  
 Children = Yes = 173 / 210 = 82.4%  
 Care leavers = Yes = 22 / 27 = 81.5%
  
- *The percentage of adults who have received support from the information, advice and assistance service (IAA) and have not contacted the service again during the year 2016/17 = 86.2% (1,333 / 1,547)*
  
- *The percentage of assessments completed for children within statutory timescales 2016/17 = 86.3% (2,056 / 2,383)*

The FPoC for Children's Services is a combination of Dewis and the Family Information Service (for information) and the Multi Agency Safeguarding Hub (MASH) for advice and assistance.

Positive progress has been made with the development of the customised version of Dewis, for Cardiff and the Vale, since its launch in April 2016. This is a new directory of resources that will provide improved access through the Information, Advice and Assistance (IAA) Service, enabling people to access the right help, at the right time, to meet their individual circumstances. It currently has over 1,200 entries uploaded to the system and is continuing to grow. Dewis is being routinely used as part of the IAA Service across the region. It was included in the local training to support practitioners with the implementation of the Act and the link has been added to the Council's social care web and intranet pages. Two well-being roadshows were organised in September aimed at professionals (Health, Police, Fire, Ambulance, Council staff and Councillors) and to further engage and empower the third sector in uploading their resources onto Dewis. In



the longer term, Dewis will support the development and commissioning of preventative services across Cardiff and the Vale of Glamorgan. By working in partnership with the University Health Board and the third sector we will begin to make increasing use of the database which will provide us with a better understanding of what services are available and will enable us to identify any gaps.

### **‘Disability Futures Programme’ transitional support for disabled and vulnerable children**

A successful £2.54 million Integrated Care Fund (ICF) programme is now supporting the new **Disability Futures Programme** to transform services for disabled children and learning disabled adults with complex needs. This has enabled us to focus on enhancing delivery methods for adults with learning disabilities and children with complex needs and has included the creation of 2 transition worker posts in the Adult Learning Disabilities Team to work within the complex needs service supporting young adults from the age of 16.

With ICF monies the Directorate has developed a regional Cardiff and the Vale transitions pilot (in partnership with Cardiff and the Vale University Health Board (UHB) to review the transition experiences of those young people who would not normally receive services from Children’s Services. The outcomes and evaluation of this pilot will support wider understanding of the needs of these young people and inform future practice for young people who will transition into community services.

A joint transitions protocol is under development with the Vale of Glamorgan to set out the pathway for young people in transition from Children’s to Adult Services and to underpin the work of the Disability Futures Programme. This work will take account of the Additional Learning Needs Bill and will include consultation with stakeholders.

### **Remodelling of services for disabled children, young people and young adults aged 0-25**

Current progress is having a significant positive impact in planning for future recommissioning of services for disabled children and young people and providing a variety of models to inform potential for regional recommissioning. The inclusion of children and young people into the Statement of Strategic Intent has ensured a platform and foundation for future commissioning. A further regional scoping exercise to be undertaken in 2017/18 will inform a new market position and assessment of need which will inform the service specifications for core service delivery moving into subsequent years.

As a result of the Integrated Care Fund (ICF) programme, money has been awarded for additional wrap-around services across Health, Education, third sector and Social Services regarding neuro development (Attention Deficit Hyperactivity Disorder and Autistic Spectrum Disorder). 4 regional pilot services that focus on early intervention and the prevention of family breakdown have been commissioned, these are:

- Regional Parenting Support - Attention Deficit Hyperactivity Disorder (ADHD) and Autistic Spectrum Disorder (ASD).
- Independent Living Skills – ADHD and ASD.
- Transitional services – ADHD and ASD.
- Services for Parents with Learning Difficulties.



The Disability Index was launched during the year and is noted as the first point of contact for families with children aged 0–18. Funding for this service will continue in 2017/18 via Families First, as will the regional approach, and it is to be known as the Cardiff and Vale Disability Index.

An options report in relation to respite care is currently being prepared and consultation with Health is planned for early in 2017/18 to inform the service specification.

### **New model for the delivery of social work with children**

Signs of Safety is a strength based safety organised approach to child protection casework aiming to work collaboratively with all people involved in a case to assess and plan for increasing safety and reducing risk and danger by focusing on the families strengths, resources and networks. The approach actively engages the child so that they assist with, and have more investment in, their own safety plan and is designed to ensure better outcomes for children and families.

Implementation of the Signs of Safety approach has commenced and is re-shaping the way that Social Workers engage with children and their families and feedback from staff has been very positive. It is too soon to determine impact at this stage, but early indications are encouraging with practitioners that the Signs of Safety approach is starting to have a positive impact. The Signs of Safety methodology will play a key role in delivering the aspirations of the Social Services and Well-being (Wales) Act 2014 both in terms of its preventative agenda but also in responding to what families most want for their children. Achieving better outcomes in this way and reducing the need for children to be in public care will also enable us to reduce expenditure on expensive forms of care and re-invest in more effective support and prevention. All staff have completed the Signs of Safety introduction training and throughout 2017/18 work will focus on developing practice leaders and reviewing current practice processes to ensure that they align with Signs of Safety.

### **When I Am Ready Scheme**

The When I am Ready scheme that allows young people to continue living with their foster carers beyond the age of 18 was successfully launched during the year and has been reviewed. Procedures and electronic systems have been updated to enable capture of performance information and monitoring of outcomes. Communication involved the availability of posters / leaflets and presentations undertaken to key social work staff, Personal Advisers, Fostering Agencies and Independent Reviewing Officers. Information on the scheme was also presented to the Corporate Parenting Advisory Committee. Training sessions for foster carers and support staff interested in the scheme were held as part of the rolling programme of awareness.

### **Direct payments**

Direct Payments are payments from the Local Authority, which are available to people who have care and support needs under the Social Services and Well-being (Wales) Act 2014 (SSWB Act). The service allows for the provision of Domiciliary Care services either through a Personal Assistant (PA) or a Registered Domiciliary Care Agency (Agency) and is designed to promote independence, increase social inclusion and enhance self esteem. It is the Directorate's intention to increase the uptake of Direct Payments.

At present, 20% of overall domiciliary care packages are managed through Direct Payments (approximately £6 million per annum of adult care, £700,000 per annum for children). Use of



Direct Payments during the year increased from 165 for children and 740 for adults in 2015/16 to 187 and 746 respectively during 2016/17. Under the arrangements made several years ago, the Directorate commissioned an independent sector provider to support individuals and families who take up Direct Payments on the basis of a contract to the value of circa £700,000 per annum. This arrangement, in effect, has delivered a 'one-size-fits-all' care package, regardless of how much support the citizen requires. Following a review undertaken during 2016/17, a new support model will be established on the basis of a wholly re-commissioned service, offering a much more flexible approach, tailored to individual needs. This will give people greater control over their lives and allow them to live more independently. The provider for the new model of Direct Payments will be determined by a tender process and the Directorate is working towards having a new contract in place in the summer of 2017.

#### Performance Update

- *The total number of children and adults in need of care and support using the Direct Payment Scheme*  
2016/17 = 933 (746 for adults and 187 for children)

#### Advocacy provision - adults

In order for Cardiff and Vale of Glamorgan Local Authorities to be compliant with their duties to facilitate the provision of Independent Professional Advocacy (IPA) the Cardiff and Vale Advocacy Steering Group (ASG) aims to put an IPA service in place by March 2018. The Vale of Glamorgan Council is acting as lead commissioner for this service. The service will:

- Help individuals to speak out and have their views, wishes and rights taken into account by their family, carers or professionals when decisions need to be made which effect their life.
- Make sure individuals have all the information they need to make informed decisions and choices.
- Support individuals to voice their decisions and views, or speak on their behalf. This may include making sure individual views and wishes are explained and fully considered, as well as making sure that individual rights are understood and defended.

A self-assessment of the Advocacy Services in Cardiff and the Vale of Glamorgan using the Social Care Institute for Excellence Self-Assessment tool, has been undertaken to gather as much information as possible on the local market. The group planned a workshop event for April 2017, where officers from across the region will meet with advocacy providers to prepare for a tendering exercise due in summer 2017.

#### Advocacy – children

During the year, arrangements were made to extend the current contract for independent professional advocacy for children and young people in order to cover the interim period whilst Cardiff worked with the Vale of Glamorgan to commission a regional Advocacy Service in line with Welsh Government requirements for a national approach to children and young people's advocacy services. Good progress was made on the commissioning of the new service which is expected to be in place by the end of June 2017.



Referrals to the service steadily increased over the year, mostly in relation to looked after children and children on the Child Protection Register but the last quarter saw an increase in referrals for Unaccompanied Asylum Seeking Children (UASC) – and in particular, the need for an advocate to accompany UASCs during the age assessment process.

An operational group was established during the year in addition to the contract monitoring group. The operational group is made up of managers / practitioners who are able to work with the provider to address practice issues related to advocacy. This has been a positive addition to working arrangements between Children's Services and the provider.

The provider continues to undertake key pieces of engagement work with children and young people as part of the contractual arrangement. During the year a piece of participation work was completed in respect of the development of a new handbook for children and young people placed with in-house foster carers. The provider also supported a group of children and young people to undertake the challenge element of the 2015/16 Director's Report and a similar exercise has been undertaken for 2016/17. As well as lots of excellent questions and comments about the report, the young people raised the following concerns about communication issues:

- They asked that all staff please return calls as soon as possible.
- They asked that Social Workers and/or Personal Advisers let them know when they are going on leave and who to contact during that time.
- They asked that all staff keep their voicemail messages updated so that anyone leaving a message knows when it will be heard.

### Secure Estates

From April 2016 local authorities were responsible for assessment and meeting the care and support needs of adults in the secure estate in Wales. To meet this responsibility, 2 Social Workers were based in Her Majesty's Prison (HMP) Cardiff. However, there was no clear indication that this was effective and in December 2016 this arrangement ceased. The Directorate now has trained Social Workers at the First Point of Contact and in Adult Assessment who respond to any contact from prisons across the country as necessary.

### Review of charging

The Social Services and Well-being (Wales) Act 2014 (SSWB Act) replaced the previous financial assessment and charging legislation. The SSWB Act provides a single legal framework for charging for care and support. The regulations under the SSWB Act closely followed the existing framework. As a result it was reported to Cabinet in March 2016 that our current charging policy would be fine-tuned to reflect any mandatory changes.

A Regional Charging Sub-Group has met regularly throughout the year to consider elements of charging where discretionary policy changes may be necessary. This will be subject to final legal advice before any change to policy is recommended or adopted.



## What are our priorities for next year and why?

- Further embed First Point of Contact / Information, Advice and Assistance functions across Social Services by March 2018 in order to enable people to identify their own needs and achieve their own outcomes.
- Implement the Disability Futures Programme by December 2018 to remodel services for disabled children, young people and young adults aged 0-25 across Cardiff and the Vale of Glamorgan to improve effectiveness and efficiency of services and outcomes for disabled young people and their families.
- Continue to increase the number of children and adults with care and support needs in receipt of Direct Payments by March 2018 to enable people to make their own choices and take control over the care services they receive.
- Conclude the implementation of Signs of Safety in Children's Services by March 2020 in order to ensure that all staff within the Directorate are able to engage with families using the Signs of Safety Risk Assessment Framework.
- Undertake a campaign by March 2018 to raise Young Carers' awareness of their entitlement to a Young Carers Assessment.
- Explore the possibility of designing a new model for the delivery of Adult Services on a strengths-based approach similar to Signs of Safety to enable people to be as independent as possible for as long as possible, and engaged in their local community.

## 6. WORKING WITH PEOPLE AND PARTNERS TO PROTECT AND PROMOTE PEOPLE'S PHYSICAL AND MENTAL HEALTH AND EMOTIONAL WELL-BEING

### Outcomes achieved:

- ✓ Admission to the looked after system / inclusion on the Child Protection Register was avoided for 344 children during the year as a result of preventative initiatives.
- ✓ More timely discharge to a more appropriate care setting by reducing the number of Delayed Transfers of Care (DToC) for social care reasons from 263 in 2015/16 to 123 in 2016/17.
- ✓ Improved quality of care for people in residential homes to provide a positive and safe living environment where citizens can enjoy a meaningful daily life; evidenced by the decreasing number of commissioning providers under 'escalating concerns':
  - 3 domiciliary care and 8 residential / nursing care at 31<sup>st</sup> March 2016 has fallen to 1 domiciliary care and 2 residential / nursing care as at 31<sup>st</sup> March 2017.
- ✓ Better outcomes for Cardiff young people by continuing to reduce the number of First Time Entrants into the criminal justice system (from 130 in 2015/16 to 109 in 2016/17) contributing to the shared outcome of "People in Cardiff are safe and feel safe".

### What did we plan to do last year ?

- Implement and embed the Early Help Strategy during the 2016/17 financial year working with schools and other agencies to ensure that:
  - Referrals are directed to the appropriate agency
  - Children are supported at the earliest opportunity
  - The number of looked after children and the rate of looked after admissions begins to reduce.
- Contribute to the development of a joint working protocol between the Health Service and Children's Services by March 2017 that meets the health needs of looked after children.
- Reduce the rate of re-offending during the 2016/17 financial year by improving the effectiveness of Youth Offending Service (YOS) prevention and intervention work alongside an enhanced commitment from partner agencies.
- Agree with the University Health Board a feasible model for the integrated management and delivery of health and social care services in adult social care during the 2016/17 financial year to enable citizens to receive the right care, at the right time, in the right place through joint working and improved efficiencies.



- Improve the quality of residential care to support improved care for people in residential homes by March 2017.
- Work with our health partners to reduce the total number of Cardiff residents who experience a Delayed Transfer of Care from hospital by March 2017 to allow a more timely discharge to a more appropriate care setting.

## How far did we succeed and what difference did we make ?

### Early Help Strategy

Good progress has been made in delivering our priorities around prevention, and this has mitigated the potential rise in the looked after children population. Admission to the looked after system / inclusion on the Child Protection Register was avoided for 344 children during the year as a result of preventative initiatives.

During the year, Families First has transferred into Children's Services. This has had a positive impact on prevention as Families First is central to the implementation of Cardiff's Early Help Strategy and it has helped to further strengthen working relationships between Families First, the Early Help Strategy and Children's Services.

Key benefits of bringing Families First into the Social Services portfolio are as follows:

- Strengthening of arrangements in relation to the contribution that Families First has made to the arrangements for Information, Advice and Assistance under the new Social Services and Well-being (Wales) Act 2014.
- Working arrangements between Team Around the Family (TAF) and Children's Services have improved and there is a much smoother process in place for stepping families down from statutory services when their needs reduce.
- Opportunity for Children's Services to work closely with the Families First central team to undertake research with parents to design a new step down service. This will be piloted in 2017/18.

The Joint Assessment Family Framework (JAFF), has been crucial for identifying what the barriers are likely to be and make sure that there are clear arrangements in place for identifying when families need additional early help.

Stakeholder engagement sessions have commenced and are beginning to identify what has worked well and what needs to be done differently. The following messages are emerging:

- People are sometimes confused about where to go for help and want to be better informed about the services that are available.
- Families want services to be available when they need them including outside of 'normal' office hours.
- Key working is essential to ensure that families actually access all the services they need.

The recommissioning of Families First services will provide an opportunity for the development of clearer systems and services, with the scope to dovetail the use of the JAFF into service design.



### Joint working protocol between the Health Service and Children's Services

A part-time psychologist, located with the Looked After Children teams, was appointed by Health to provide a dedicated service to looked after children. Consultations are held on a surgery basis and a positive impact is being felt by the teams but the part-time nature of the role means that there are still some delays in children and young people's needs being met and as a consequence costs for alternative therapy to meet these needs is rising. Funding has been identified to match the offer from University Health Board to enable a dedicated psychologist to be available full time. Capacity in Child and Adolescent Mental Health Services (CAMHS) remains problematic. In the coming year we will be working in collaboration with the Health Service to determine the services and resources required to meet the health needs of all children in need of care and support.

#### Performance Update

- *The percentage of children seen by a registered dentist within 3 months of becoming looked after*  
2016/17 = 48.8% (89 / 184) from 84.4% (394 / 467) in 2015/16.  
The guidance for this PI has changed so the figure is not fully comparable to the 2015/16 outturn for the dental checks indicator. Part of the reduction is attributable to the fact that temporary focused resource was identified to support improved recording of this information during 2015/16 and this resource was not available in 2016/17.
- *The percentage of looked after children registered with a GP*  
2016/17 = 84.0% (321 / 382) from 47.6% (274 / 576) in 2015/16.  
Information to enable proactive monitoring of recording of GP registration is provided to enable Operational and Team Managers to prioritise improvement. This has contributed to a considerable improvement in performance in 2016/17.

### Youth Offending Service (YOS)

In terms of the YOS profile over the last year and the areas we will focus on going forward, the aim is to effectively target the cohort of persistent young offenders given the improvements in First Time Entrants (FTE) and custody figures. The introduction of the Enhanced Case Management (ECM) model is the response the Youth Justice Board (YJB) and Police and Crime Commissioner are investing funding and resources in based on a successful pilot in other Wales YOS projects.

The latest validated data we have in respect of re-offending relates to re-offending data from January 2014 to December 2014. The re-offending data is always 2 years old as this information comes from the Police National Computer, not from the YOS case management system.

Comparing January to December 2014 with January to December 2013 shows an increase in the re-offending rates. Despite there being fewer young people in the cohort with fewer young people re-offending, there have been 26 more re-offences compared to the previous year. This suggests that the YOS is working with a smaller cohort of more prolific young people. Use of the Enhanced Case Management model is being considered by both the Cardiff and Vale of Glamorgan Youth Offending Services and it is hoped this will help address the needs of this more prolific, smaller cohort of young people.



The number of young people entering the youth offending system reduced from 130 in 2015/16 to 109 in 2016/17. The 109 young people committed 209 offences.

During 2016/17 there was a slight increase in custodial disposals in Cardiff to 20 from 18 in 2015/16. This was in part due to 4 young people receiving a number of custodial sentences for committing a number of burglaries as a group in the first 6 months of 2016/17.

A new assessment process – ‘AssetPlus’ - was introduced during 2016/17. The old Asset is being discontinued by the YJB as of 1<sup>st</sup> July 2017. Staff have been trained to undertake the new assessment and are developing a greater understanding of the model. This will continue in 2017.

‘Triage’ works with young people aged 10-17 from Cardiff and the Vale who are arrested and brought to Cardiff Bay Police Station for offences that qualify for a Youth Restorative Disposal. Restorative work is also undertaken with victims, which invites them to be involved in a process with the aim of giving them closure and the ability to move on from the offence. The need for a Triage response has significantly reduced over a 3 year period. In the last 3 month period of 2016, 54 referrals were received and the most common crime continues to be shoplifting (26%). The changes to how the police respond to these crimes and YOS early intervention responses have had a positive impact on Triage cases. As a result we will be reducing the funding and retendering the contract which is due to end on 31<sup>st</sup> March 2017. The tender will reflect the changing needs of the service.

The number of Pre-Sentence Reports written and presented to Court for 2016/17 was 103, which compares to 89 in 2015/16.

#### Performance Update

- *Number of first time entrants (FTEs) into the Youth Justice system*  
Performance improved with a reduction in FTEs to 109 in 2016/17 from 130 in 2015/16.

#### Model for the integrated management and delivery of health and social care services in adult social care

As part of the requirement set out in Part 9 of the Social Services and Well-being Act 2014, Regional Partnership Boards are required to establish pooled funds in relation to the care home accommodation functions by April 2018. As part of the wider joint commissioning work, Local Health Boards and local authorities will be expected to:

- Undertake a Population Needs Assessment and market analysis to include the needs of self-funders (this was completed and approved by the Regional Partnership Board, and submitted to the Minister for Social Services and Public Health by the end of March as required).
- Agree an appropriate Integrated Market Position Statement and Commissioning Strategy.
- Agree a common contract and specification.
- Develop an integrated approach to agreeing fees with providers.
- Develop an integrated approach to quality assurance.
- Adopt transparent use of resources.



The Cardiff and Vale of Glamorgan Regional Partnership Board has established a joint commissioning project to develop this work as part of the whole system redesign. The Joint Commissioning Project Board is developing a baseline to inform a Cardiff and Vale of Glamorgan Integrated Market Position Statement for Older People. The mapping of Older People Services has been completed and a draft Statement of Strategic Intent for Older People Services has been developed for further discussions with stakeholders.

### Residential care for adults

The Contracts and Service Development team successfully carried out 76 scheduled visits to 22 homes to audit the quality of care and monitor the performance of Residential / Nursing Homes across Cardiff. As a result of this quality assurance process, the Directorate has been able to support Registered Managers in improving the standard of care by providing advice and guidance. Where this has not been effective the Directorate has implemented a formal Escalating Concerns Procedure which has required the Registered Manager to implement improvement on the basis of an agreed Action Plan and timetable.

Appropriate application of Adult Services Escalating Concerns Procedures during 2016/17 supported improvement in the quality of care in residential and nursing care. There has been a year on year reduction in the number of care providers under escalating concerns; with 1 for domiciliary care and 2 residential / nursing care as at 31<sup>st</sup> March 2017 compared to 3 domiciliary care and 8 residential / nursing care organisations as at 31<sup>st</sup> March 2016. A consequence of placing providers on escalating concerns is that capacity in the market is reduced for the duration of the process.

One of the recommendations of the independent Operation Jasmine Report commissioned by the Welsh Government was that the contract for residential and nursing care should be reviewed with a view to strengthening oversight and quality control. Work to review the contract has commenced in partnership with the Vale of Glamorgan. A contract review group has been established and members include the Vale of Glamorgan, the University Health Board (nursing and finance sections) and a cross section of providers from both Cardiff and the Vale. Regular meetings have taken place throughout the year to identify good practice and recommend improvements to be made during 2017/18. Implementation will take account of the new Regulation and Inspection of Social Care (Wales) Act 2016.

#### Performance Update

- *Average age of adults entering residential care homes*  
2016/17 = 82
- *Average length of time adults (aged 65 or over) are supported in residential care homes results*  
2016/17 = 1,067 days

### Delayed transfers of care (DToC)

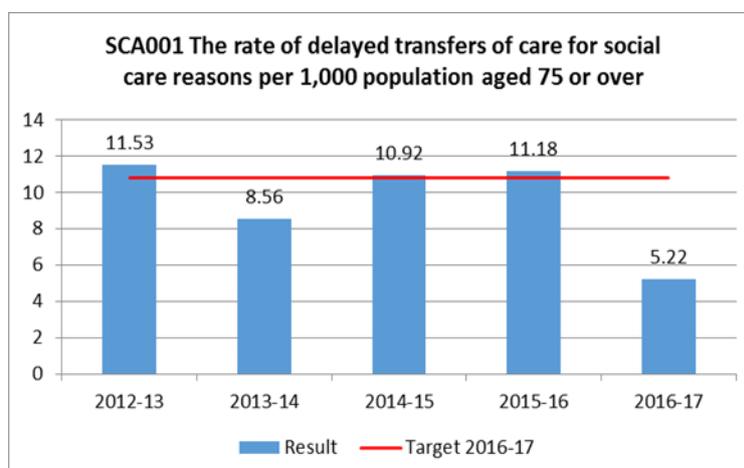
The Social Services Directorate has continued to work closely with Health and the Vale of Glamorgan Council to reduce Delayed Transfers of Care (DToC) for social care reasons. This has included working together with these partners to implement the recommendations from a joint the review of winter 2015/16 and contributing to an action plan for proposed actions during winter 2016/17. A Wales Audit Office review of DToC performance in Cardiff and the Vale of Glamorgan concluded that partnership working between Cardiff Council and Health had significantly improved, providing a positive platform for sustaining improved performance in relation to DToC in the current year and in the future.

The total number of DToCs for March 2016/17 as reported by the Integrated Health and Social Care Partnership Board is 58 compared to 107 for the same period last year; a decrease of 46%. The total number of DToCs aged 75+ for 2016/17 is 34, compared to 26 for 2015/16; an increase of 31%. The number of bed days lost for 2016/17 is 1, 371 compared to 1,224 for 2015/16, an increase of 12%.

Although DToC rates improved significantly during the year, sustaining lower rates this remains challenging. As mitigation for the winter of 2016/17, a Bridging Team was established using monies from the Integrated Care Fund (ICF) programme to enhance the Community Resource Teams' (CRTs') capacity to mitigate against DToC figures 'spiking'. The Bridging Team provide 'holding' packages until commissioned packages become available and provide a service in cases of a crisis / emergency and this will substantially improve system flow. Meanwhile a long term strategy for improvement is the development of alternative delivery models for domiciliary care.

#### Performance Update

- *The rate of delayed transfers of care for social care reasons per 1,000 of the population aged 75 or over*  
2016/17 = 5.22 (total number of delays for social care reasons aged 18+ = 123)  
Performance has improved considerably to 5.22 from 11.18 in 2015/16 (total number of delays for social care reasons aged 18+ = 263). The target of 10.79 was comfortably achieved.



## Reablement

2 Community Resource Teams (CRTs) operate across Cardiff. Both have moved to a 7 day working pattern to enable discharges at weekends, providing step up and step down services to avoid admission to hospital or accelerate discharge from hospital. The Community Resource Teams support patients who are not well enough to go home but are medically stable and do not need to be in hospital. The multi-disciplinary integrated teams consist of Health staff from Cardiff and the Vale University Health Board and staff from Cardiff Council. Home Care Managers, Home Care staff at the CRTs and Age Connects offer a range of reablement services and a positive inspection report from the Care and Social Services Inspectorate Wales (CSSIW) reported that the service focused on outcomes and independence and was provided by competent and confident staff who had a clear leadership structure providing good communication. Citizen feedback included: "Staff listened" and offered choice, "cannot praise them enough" and care 'not rushed', 'able to talk'.

### Performance Update

- *The percentage of adults who completed a period of reablement and:*
  - *have a reduced package of care and support 6 months later*  
2016/17 = 66.7% (10 / 15)
  - *no package of care 6 months later*  
2016/17 = 83.4% (251 / 301)

## Mental Health Community Services Review

In 2015 an extensive engagement process was undertaken that sought the views of community staff, citizens in need of care and support, carers and a range of other stakeholders including GPs. The next stage is to undertake a programme of work that will address some of the issues raised during the engagement process and seek to improve the way we deliver our community mental health services based on a Locality Model. In November 2016 a programme implementation steering group was established to oversee the programme. The group is made up of employees of the Local Authority and University Health Board. It is a multi-disciplinary team, with representatives from clinical services, human resources and managerial disciplines. The development programme has been split into 4 work streams as set out below and a task and finish group has been allocated to each work stream:

- Duty workload
- Managing new referrals
- Standards of care for secondary patients
- Moving to a locality model

## What are our priorities for next year and why?

- Revisit the effectiveness of the current partnership arrangements for the delivery of Child and Adolescent Mental Health Services by March 2018 to identify ways in which to improve services in this area



- Implementation of the Youth Offending Service Improvement Plan by March 2018 in response to Her Majesty's Inspectorate of Probation inspection findings.
- Work with partners to maintain the reduction in Delayed Transfers of Care for social care reasons during 2017/18 to support more timely discharge to a more appropriate care setting.
- Implement the recommendations of the Community Services Review in collaboration with the University Health Board, regarding the future model of Community Mental Health Services in order to effectively support and deliver community based mental health services by March 2019.

# 7. TAKING STEPS TO PROTECT AND SAFEGUARD PEOPLE FROM ABUSE, NEGLECT OR HARM

Outcomes achieved:

- ✓ Voices of children and their families more effectively heard.
- ✓ Children are better protected from Child Sexual Exploitation (CSE) as a result of the impact of the CSE Strategy.
- ✓ More effective safeguarding of 3,505 adults in domiciliary care and 1,074 adults in residential / nursing care by reducing the number of providers under escalating concerns. Please see page 32 for further information.
- ✓ Response to safeguarding children and adults is improving as multi agency strategy discussions are taking place immediately thereby improving timeliness of response.

## What did we plan to do last year ?

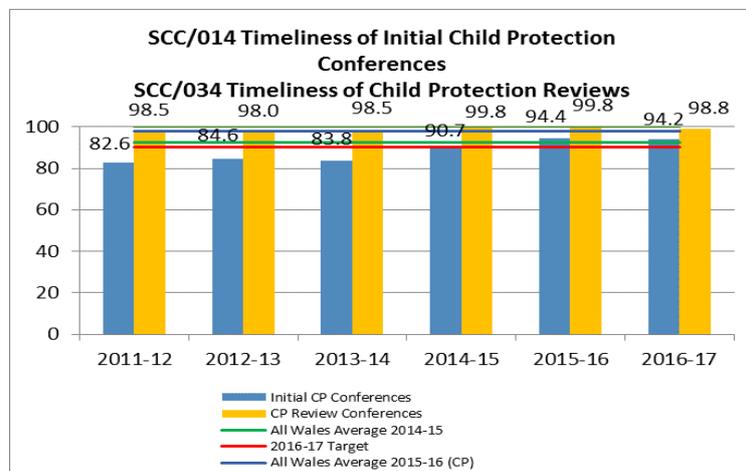
- Implement the Cardiff Child Sexual Exploitation (CSE) Strategy in collaboration with partners by March 2017 to do everything possible to prevent CSE, protect and support those affected by CSE and tackle perpetrators.
- Improve the system for protecting children from significant harm by implementing new Multi Agency Safeguarding Hub (MASH) arrangements for managing referrals by June 2016.
- Implement the new requirements of the Social Services and Well-being (Wales) Act 2014 with regard to Adult Safeguarding during the 2016/17 financial year to protect adults at risk, implement new Adult Protection and Support Order(s) and establish a new Safeguarding Adults Boards including a National Independent Safeguarding Board.

## How far did we succeed and what difference did we make ?

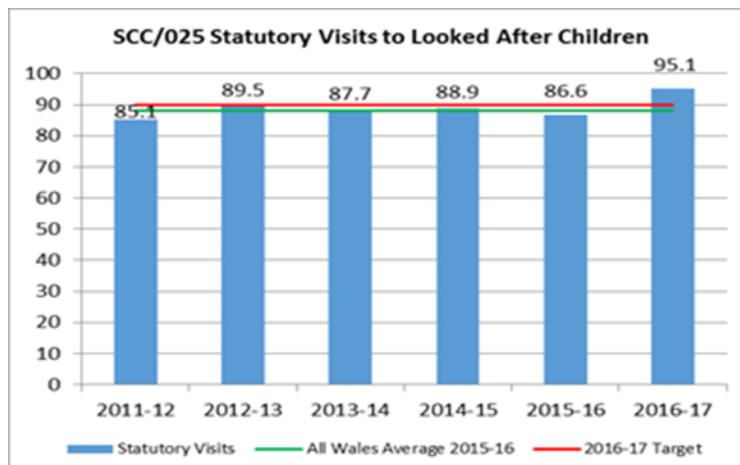
### Performance Update & Survey Results

- *People reporting that they feel safe*  
 Adults = Yes = 354 / 469 = 75.5%  
 Carers = Yes = 5 / 5 = 100.0%  
 Children = Yes = 181 / 210 = 86.2%  
 Care leavers = Yes = 19 / 27 = 70.4%
- *The percentage of re-registrations of children on local authority child protection registers 2016/17 = 3.9% (13 / 343)*  
 Of the 343 children who were added to the Child Protection Register (CPR) during the year, 13 had been on the CPR during the previous 12 months.

- *The average length of time for all children who were on the child protection register during the year*  
2016/17 = 230 days (113,250 / 492)
- *The percentage of initial child protection conferences due in the year which were held within 15 working days of the strategy discussion*  
2016/17 = 94.2% (374 / 397)  
Performance remained stable from 94.4% (526 / 557) in 2015/16.
- *The percentage of child protection reviews carried out within statutory timescales during the year*  
2016/17 = 98.8% (1,000 / 1,012)  
Performance reduced slightly from 99.8% (1,017 / 1,019) in 2015/16.



- *The percentage of statutory visits to looked after children due in the year that took place in accordance with regulations*  
2016/17 = 95.1% (1,933 / 2,033)  
Performance improved from 86.6% (1,537 / 1,774) in 2015/16.



## **“Not in Our City, Not Our Children” – Cardiff’s Child Sexual Exploitation (CSE) Strategy**

Not in Our City, Not to Our Children has enabled significant progress to be achieved in ensuring that children and young people are protected from CSE. The strategy has impacted as follows:

- Drawn all key partners together with a common objective and action plan.
- Enabled an audit and analysis of service effectiveness.
- Established processes within Children’s Services and in external organisations to identify children at risk at the earliest opportunity.
- Drawn more effectively on the voices of children and their families.
- Promoted city wide awareness raising in the night economy.
- Facilitated effective multi agency cooperation across the statutory and voluntary sectors with organisations working together to common objectives.
- Secured funds for the provision of a specialist service for those children most at risk.
- Enabled the provision of preventive services at the earliest opportunity.
- Ensured the disruption of people and places of concern.
- Supported children to break away from sexual exploitation and recover from their experiences.
- Raised the profile of Cardiff across Wales and the UK as a beacon of good practice.

The aims of the Strategy are to:

### **1. Understand the scale of the problem**

The Regional Safeguarding Children Board (RSCB) CSE strategic group has begun a process of understanding the picture of CSE within the area. It is gathering key CSE data and information on trends as well as details of all activity to address CSE from every agency including statutory and third sector organisations in Cardiff and the Vale of Glamorgan. This will provide a full understanding of the picture of CSE across the area and what action is taking place to address it, and will provide an evaluation of the effectiveness of multi agency working in relation to CSE.

Arrangements to include the voice of the child and their family in CSE Multi Agency Safeguarding Meetings are now in place. Work will take place in the coming year to make arrangements for children and families to attend these meetings.

### **2. Raise awareness**

Training has been delivered to teachers, youth workers, youth mentors and Education Welfare Officers to support them in raising awareness of CSE through their daily work with children. Specific work has been undertaken with schools to develop a CSE awareness programme specifically for boys to ensure they understand acceptable behaviour in relationships, how to deal with peer pressure, understanding the difference between fantasy and reality, what behaviour is illegal and what the consequences for their future might be if they break the law.

Work has commenced on a targeted campaign to raise awareness of parents, carers,



professionals and communities - campaign roll out is planned for summer 2017.

**3. Identifying those at risk and provide early support**

Training continues to be provided for professionals across Children's Services and other organisations (including hostels and supported accommodation providers across the city) to ensure that children at risk are identified as early as possible.

A group has been established for professionals undertaking direct work to reduce CSE risk and build resilience to ensure workers are properly equipped and supported.

**4. Support victims to break away from sexual exploitation and recover from their experiences**

During the year a mapping exercise was undertaken which identified that a specialist service is required to support victims to break away from sexual exploitation and recover from their experiences. As a result, funding was secured for a temporary (3 year) Multi Agency CSE Prevention Team to undertake this work.

Work has taken place to understand how the victim participation group can be best run in order to guard against further traumatising the young people involved.

**5. Disrupt and prosecute perpetrators**

Progress has been made around establishing a Multi Agency Community Safety Panel to manage CSE risk posed by people and places of concern. A Terms of Reference has been drafted and is currently subject to consultation with the intention of being agreed early in 2017/18 prior to circulation to partner agencies.

Work is underway with police and third sector organisations to begin joint work to engage with the night time economy business community around CSE prevention. In addition, an information leaflet for taxi drivers has been developed in conjunction with Cardiff's Licensing Department. This will be ready to distribute to the 2,200 licenced drivers in the city in the coming weeks.

Additional funding was agreed as part of the 2017/18 budget to establish the temporary Multi Agency CSE Prevention Team on a permanent basis. This means that the team will continue to implement the CSE Prevention Strategy, fulfil the expectations set out by Welsh Government in the National Plan to tackle CSE and address the need that has been evidenced. The recent Scrutiny inquiry detailed the shortcomings of the reactive, limited response to CSE prior to the commencement of the CSE prevention work 16 months ago. The CSE team will prevent any rolling back of the progress made and ensure there is no return to the picture prior to October 2015.

The team will work with children and families to raise awareness of the risks to children, reduce the risks and keep children safe. The CSE team will work to ensure practice across the service and wider Council is of a high standard, able to identify and address need.

It is anticipated the team will:

- Prevent abuse through CSE by intervening as early as possible where children are at risk.
- Keep children safe in their families and prevent them coming into the care of the local authority.
- Support and sustain placements where children are looked after by the local authority.



- Work across the council to assist and equip officers to identify children at risk and meet need through preventive support.
- Make Cardiff a hostile place for CSE perpetrators.

### **Multi Agency Safeguarding Hub (MASH)**

The Multi Agency Safeguarding Hub was implemented during the year to improve the system for protecting children from significant harm by implementing new arrangements for managing referrals. Demand continues to remain high which is impacting on capacity for all partners. A successful growth bid for 2017/18 will be used to mitigate this by strengthening the resource of the existing team and developing a step down service in conjunction with Families First to manage the high volume of cases that do not meet the Children's Services threshold. Early indications are that our response to safeguarding children and adults is improving – e.g. multi agency strategy discussions are taking place immediately thereby improving timeliness of response. Multi agency threshold meetings with all partners take place weekly and are chaired by the Assistant Director for Children's Services. The meetings quality assure a sample of cases and confirm that the multi agency response to safeguarding concerns remains robust. Quality of referrals is an ongoing issue and regular feedback meetings are held with referring agencies to improve the quality of referrals received. Quality assurance is discussed at weekly threshold meetings in order to identify good practice and provide feedback to partners. A detailed summary of impact and effectiveness will be provided in 2017/18 to allow for a longer period of time for information to be meaningful.

### **National Transfer Scheme / Dublin Scheme**

The National Transfer Scheme, a new voluntary transfer arrangement between local authorities for the care of unaccompanied children who arrive in the UK and claim asylum, was launched on 1<sup>st</sup> July 2016. The purpose was to encourage all local authorities to volunteer to support unaccompanied asylum-seeking children (UASC) so there is a more even distribution of caring responsibilities across the UK. Under the scheme, a child arriving in one local authority area already under strain caring for UASCs could be transferred to another council with capacity.

Following intervention from the Director of Social Services, the Council agreed to set up a reception centre facility and arranged accommodation for 11 children. These children were subject to the *Dublin Scheme* which essentially means that these children have family links in the UK and will be united with their families once appropriate assessments have taken place. Of the 11 children received, 10 were eventually placed with their families, and 1 remains in long term care.

In addition, Cardiff Council has continued to receive and care for unaccompanied asylum seeking children who arrive in to the city either spontaneously or trafficked in to the country.

### **Adult Safeguarding**

The Safeguarding Adults Regional Board (SARB) Cardiff and the Vale of Glamorgan is still in its infancy, and over the last year work has been progressing on developing a robust and cohesive board for the region. In moving forward it is recommended that, from this point on, the Board will be known as the Safeguarding Adults Regional Board – Cardiff and the Vale of Glamorgan. This will ensure that the work of the board captures the geographical and demographic nature of the



area and its aspirations to safeguard the population within that area. After analysing the outcomes of a 6 month Strategic Review – ‘Proposals for the Way We Do Business and the Business We Will Do’ (which included running a series of 3 workshops facilitated by Emeritus Professor of Child Welfare in the Department of Sociological Studies at the University of Sheffield) it was agreed that the two main priorities for the SARB for 2016 to 2019 would be Domiciliary Care / Nursing Homes and Dementia. Subsequently the Board has produced a 3 year action plan for each priority.

Adult Protection Designated Lead Managers have been based in the Multi Agency Safeguarding Hub since September 2016 and have been using the integrated multi agency ‘MHub’ system to better safeguard adults in Cardiff.

The creation of 2 authorising officers for the new Adult Protection and Safety Orders will allow the authorised officers to speak to an adult suspected of being at risk of abuse or neglect in private; to establish whether the adult can make decisions freely, to assess whether they are at risk and to decide if any action should be taken.

#### Performance Update

- The percentage of adult protection enquiries completed within statutory timescales 2016/17 = 98.0% (1,033 / 1,054)

#### Deprivation of Liberty Safeguards (DoLS)

The Deprivation of Liberty Safeguards (DoLS) is part of the legal framework set out in the Mental Capacity Act 2005. The Mental Capacity Act ensures that individual human rights are upheld. The safeguards support and protect people who are unable to make decisions for themselves or consent to their care. They aim to protect the human rights of people over the age of 18 where there is doubt about their mental capacity to make informed decisions about their care and treatment when they are hospital patients, or residents in a care home. They ensure that people are only deprived of their liberty where it is in their best interest and there is no other way to keep them safe.

In order to ensure that people benefit from appropriate safeguards we operate a joint Supervisory Board with the Vale of Glamorgan Council and the Cardiff and Vale University Health Board. This enables us to prioritise those most in need of urgent assessment, but we are aware that there is a significant waiting list of assessments that require authorisation. The scale and nature of this challenge in Cardiff is replicated across the UK.

#### Independent Management Reviews

During the year, 2 independent management reviews (IMRs) in relation to complex cases involving children at risk have been commissioned in order to ensure that lessons are learned. The key lessons being shared with staff are:

- Complexity of cases.
- Disguised compliance by family / parents.
- Importance of focusing on the experience of the child.



- Importance of considering past patterns of behaviour and of a robust multi agency chronology.
- Importance of identifying a named senior manager to oversee complex investigations.

### **What are our priorities for next year and why?**

- Renew the safeguarding vision and strategy across the Directorate by March 2018 in order to take account of new national policy and practice guidance currently under development.
- Develop and implement mechanism to improve engagement with communities at large and faith communities in particular by March 2018 to improve the safeguarding of children across the various communities in Cardiff.
- Strengthen the capacity of children's social services to address increasingly complex needs of children including trafficked children, children subject to Deprivation of Liberty considerations and children struggling with mental health conditions.
- Strengthen Adult Protection procedures in consultation with staff and partners by March 2018 to ensure that adults are protected from harm.

## 8. ENCOURAGING AND SUPPORTING PEOPLE TO LEARN, DEVELOP AND PARTICIPATE IN SOCIETY

Outcomes achieved:

- ✓ Improved opportunities for looked after children and care leavers via the Looked After Children Traineeship Scheme – 31 young people started a traineeship placement during the year and 7 young people have accepted apprenticeships.
- ✓ Better enabled young offenders to reach their potential by improving engagement in education, training and employment by 2 hours per week for young people of statutory school age and 2.4 hours per week for young people above statutory school age throughout the duration of their involvement with the Youth Offending Service. Please see page 30 for further information regarding youth offending.
- ✓ Achievement of educational outcomes for looked after children with 73.1% (19 / 26) of looked after children achieving the Core Subject Indicator at Key Stage 2 (reaching Level 4 in Science, Mathematics and English or Welsh) compared with 50.0% (39 / 78) of all children who need care and support.

### What did we plan to do last year ?

- Embed the Corporate Parenting Strategy in collaboration with partners by March 2017 to ensure that the Council and partners collectively fulfil their responsibilities to all children and young people who are in their care by seeking exactly the same positive outcomes that every good parent would want for their own children.
- Work to make Cardiff a recognised Dementia Friendly City by March 2018 to support those affected by dementia, enabling them to contribute to, and participate in, mainstream society.

### How far did we succeed and what difference did we make ?

#### Survey Results

- *People reporting that they can do what matters to them*  
Adults = Yes = 219 / 470 = 46.6%  
Carers = Yes = 3 / 6 = 50.0%  
Children = Yes = 138 / 210 = 65.7%  
Care leavers = Yes = 19 / 27 = 70.4%
- *People reporting that they feel satisfied with their social networks*  
Adults = Yes = 383 / 468 = 81.8%  
Carers = Yes = 4 / 5 = 80.0%

Children = Yes = 177 / 210 = 84.3%  
Care leavers = Yes = 17 / 27 = 63.0%

### **Corporate Parenting Strategy / Educational Attainment of Looked After Children**

The Corporate Parenting Strategy was agreed by Corporate Parenting Advisory Committee (CPAC) approved by Cabinet during the year. Work has been ongoing throughout the year to improve outcomes for looked after children. CPAC represents the responsibility of the authority as a corporate body to ensure the best possible services and support for looked after children and young people that encompasses a complex and layered range of activity requiring an awareness of the lived experiences of looked after children and a commitment for members to see for themselves. Some positive steps have been taken in terms of exercising corporate parenting responsibilities. Visits to some social work teams and schools have been undertaken along with increased visits to and interface with young people, epitomised by the attendance of young people at the Committee.

Events to enable CPAC to have the insight and knowledge needed for them to fulfil their responsibilities have included:

- Attending a consultation event with young people regarding the 2015/16 Annual Report of the Director of Social Services.
- Receiving a presentation from the Looked After Children Trainee Co-ordinator and 2 young people who were trainees but now have apprenticeships with the Council.
- Meeting with the Children and Family Court Advisory and Support Service to facilitate a joint workshop for regarding Signs of Safety and Placement with Parents Regulations.
- Receiving a presentation on the When I Am Ready scheme.
- Receiving a presentation on the Estyn Thematic development of the education service to looked after children with 4 areas of good practice identified.

CPAC also received a report on the Listening Event held in Quarter 4 2015/16 presented by the National Youth Advocacy Service (NYAS) who facilitated the event facilitators. The event drew out many interesting points from young people and concluded that it was evident that they are happy with the service they receive. A number of young people expressed some concerns in relation to housing, social work / personal adviser support and finance. They talked positively about the traineeship programme giving them opportunities to gain work experience and felt that they would benefit from peer support and more preparation for leaving care and living independently. They would also like the council to consider additional benefits such as free access to sports and leisure facilities and bus passes. A further Listening Event was held in order for CPAC to respond to the report and to discuss its recommendations with the young people.

The annual Bright Sparks Awards were held, where young care leavers and looked after children celebrate the achievements they have made in 2016. The event was planned by 6 young people who form the Team Bright Sparks and who also presented awards to winners aged between 5 and 23 who had been nominated by their Social Worker or Personal Adviser. Young people and care leaver were recognised and praised for their accomplishments and given a certificate and medal in recognition of their achievements. Awards for best service providers, best foster carers and most supportive schools were also given.



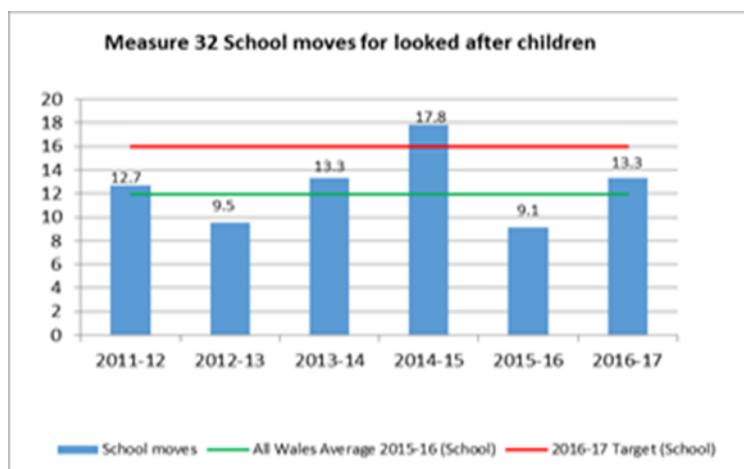
Targeted work has commenced in conjunction with the Education Directorate to return looked after children in out of area placements to Cardiff. The intention is to identify the level and type of need and existing resources in order to inform future planning and development of the right level of provision locally. During the year 16 looked after children were returned to Cardiff with an estimated cost saving of £1.1 million.

The In-House Fostering Recruitment Campaign has been refreshed during the year. The 'Count Yourself In' Campaign was launched in February 2017 and attempts to attract people who may think they cannot foster. For example, single people, same sex couples and people with a disability.

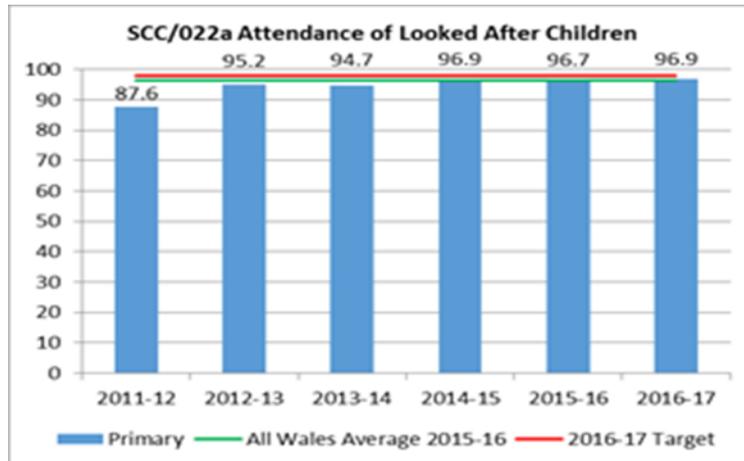
The overall picture of performance during the year is generally improving or on target. Improvements have resulted from focused work over several years to improve outcomes for looked after children, including an increased focus on joint working with the Education Service. Further work is required to build upon these improvements and joint work across Children's Services and Education is ongoing.

#### Performance Update

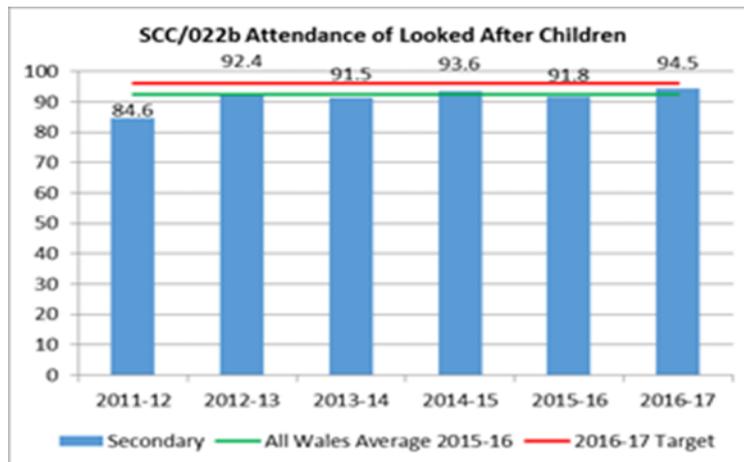
- *Percentage of children achieving the core subject indicator at key stage 2*  
2016/17 = 50.0% (39 / 78)
- *Percentage of children achieving the core subject indicator at key stage 4*  
2016/17 = 18.4% (16 / 87)
- *Percentage of looked after children who, during the year to 31st March have experienced 1 or more changes in school during periods of being looked after that were not due to transitional arrangements*  
Performance declined to 13.3% (56 / 421) from 9.1% (34 / 372) in 2015/16, although the 12% target was met. This was anticipated due to concerted efforts to ensure that all children are suitably placed and that children are returned to Cardiff from out of area placements where this is appropriate.



- *The percentage attendance of looked after pupils whilst in care in primary schools*  
Performance remained stable at to 96.9% from 96.7% in 2015/16.



- *The percentage attendance of looked after pupils whilst in care in secondary schools*  
Performance improved to 94.5% from 91.8% in 2015/16.



### **Dementia Friendly City**

Older people are an important and growing population in Cardiff. To stay well we need to work together as a community to provide opportunities to maintain good health and then care and



support for people when their health deteriorates. In Cardiff we want to do two things: to help people live healthier lives so that the number of new people with dementia decreases over time and to make positive changes for people with dementia, their carers, families and friends.

Dementia describes a set of symptoms that may include memory loss and difficulties with thinking, problem-solving or language. It is caused when the brain is damaged by diseases such as Alzheimer's disease or a series of strokes. Dementia is progressive, which means the symptoms will gradually get worse. Dementia is rare for people under 65 years, but becomes progressively more common as people age. In recent years there has been an increased focus on dementia both nationally and locally because the population is ageing, and this has led to increasing numbers of people with dementia. There are approximately 5,000 people living with dementia in Cardiff and the Vale of Glamorgan. It is estimated that approximately two-thirds of people living with dementia live in the community, with one-third living in residential or nursing care homes. Whilst Cardiff and the Vale of Glamorgan has the highest level of diagnosis in Wales at 58%, Wales has the lowest rates of dementia diagnosis of any part of the United Kingdom. A large number of people are therefore living without a formal diagnosis, hindering their access to relevant support and services.

Welsh Government's Draft National Dementia Strategy 2017-2022 was published in January 2017. The key themes from the Strategy are:

- Risk reduction and health promotion
- Recognition and identification
- Assessment and diagnosis
- Living as well as possible for as long as possible with dementia
- The need for increased support in the community
- More specialist care and support
- Supporting the plan:
  - Education and training
  - Research

In preparation for the Cardiff and Vale Dementia Strategy 2017-2027 the Cardiff and the Vale Integrated Health and Social Care Partnership completed and published a Dementia Needs Assessment in February 2017. The Dementia Health Needs Assessment triangulated data from the following sources: reviewing existing data; holding a focus group with people with dementia; interviewing 27 carers, staff and stakeholders. From this work 9 key themes were identified:

1. All of the groups that were interviewed thought that dementia was everyone's business. There was acknowledgement that, as with any illness, the society that we live in can adapt to make life easier for people with dementia. The dementia friendly communities and dementia friend's schemes were seen as a large part of this solution, with recognition that dementia friendly environments also play a part.
2. All groups thought that the key messages around prevention of dementia need strengthening and further campaigning. There is limited public knowledge of the 6 steps that people can take to reduce the risk of dementia: be physically active; maintain a healthy weight; be socially and mentally active; avoid drinking too much alcohol; stop smoking; and commit to review your health.



3. Isolation was identified by people with dementia as a major issue. Loneliness puts individuals at greater risk of further cognitive decline. Transport was a big factor in this isolation, with most people with dementia unable to drive.
4. Whilst much work has been undertaken to improve the co-ordination of services there is still room for improvement. This was recognised by staff, carers and people with dementia.
5. There was a consensus from the different groups that all people with dementia should be treated with kindness and compassion, and that staff need to be trained not just in the basics but to the level where they feel confident and can enjoy caring for people with dementia.
6. All participant groups (people with dementia, carers, and professionals) thought that primary care was where support should lie. This will require further training, support and development to ensure that primary care feel supported to deliver the services that are required.
7. The value of caring for the carers of people with dementia is recognised. The well-being of carers has a direct impact on the quality of life for people with dementia.
8. The need for much more information about what to do in a crisis was highlighted by carers and staff. In addition, timeliness of services was seen as important. Carers often only ask for help when crisis occurs, and they therefore need support quickly.
9. All respondents thought that there was unwarranted inequality in access to services. Carers described having to “fight for services”. There was widespread concern that without the family requesting services people with dementia would not have access to all the services that they need.

These themes have been used as the key themes for the Cardiff and Vale Dementia Strategy 2017-2027 as they are the main issues that were identified by the local stakeholders, staff, citizens in need of care and support and carers.

In order to produce this strategy an event was held on 14<sup>th</sup> March 2017 to gather views on what the vision should be and to gather ideas for improvements. As part of this an exercise was undertaken to help prioritise actions that had been suggested for both acceptability and compatibility. The strategy describes the vision and strategic objectives for the Cardiff and Vale Dementia Strategy for the next 10 years. The timeframe of 10 years was chosen to allow planners to consider longer term initiatives such as new housing developments in relation to dementia.

The Cardiff and Vale 3 Year Dementia Plan has been in place since April 2014 and ended in March 2017. It has been a driver for much improvement over the last 3 years. A summary of the actions completed through the existing Dementia 3 Year Plan include:

- Pilot dementia supportive community areas implemented and both received recognition status.
- Roll out of Making Every Contact Count.
- Telecare / telehealth strategies being implemented.
- Dementia Champions Network developed.
- ‘10 minutes of your time’ survey widely implemented (within a Mental Health inpatients setting).



- Existing training provision scoped across health and social care, and a future model created.
- Supporting Public Service Innovation using Design in European Regions (SPIDER) project in reablement services completed.
- Mini audit of general hospital inpatients completed.
- Single point of access for urgent and emergency referrals within Mental Health created.
- Anti-psychotic checklist and dementia drugs pathway ratified and launched.
- The refocusing model, within current resource limitations, is fully applied.
- Length of stay for people with dementia audited.
- District General Hospital Liaison Psychiatry for Older People Service developed.
- Carers education pathway developed.
- Training on non-pharmacological methods in behaviour management rolled out, covering health and social care staff in pilot areas.

The key outstanding actions for Year 3 to be carried forward include:

- To develop memory services capacity further to cope with increasing demand.
- To develop the quality of residential and nursing care home placements if appropriate and consider supported living options.
- To develop standard guidance on how to conduct an anti-psychotic medication review.
- To implement Dementia '2 minutes of your time' Carers survey widely.
- To develop respite opportunities by assessing need and then rolling out the new opportunities.
- To increase the opportunities for different respite opportunities and publicise them.
- To increase opportunities for people with dementia to die at their place of choice.
- To roll out of dementia supportive communities pilots, with evaluation of the pilots and consideration given to integrating these across all Cardiff and Vale communities.
- To develop primary care Quality and Outcomes Framework 15 month review to a standardised template and train primary care clinicians.
- To re-audit the prescribing of anti-psychotics in people with dementia.

### **Volunteer Befriender Scheme**

This Volunteer Befriender Scheme is available for children in need aged 7-16 who are assessed as being suitable for the scheme. Volunteers take the young person out into their local community, and provide them with opportunities to become involved in various leisure and sporting activities. They try to find an activity that the young person can carry on with when the service ends.

Due to resource limitations, recruitment of volunteers and developmental opportunities were limited during the year, however, the scheme was able to recruit a number of new volunteers, whilst offering support to 16 young people during this period. The young people matched with a volunteer were able to experience new and different activities and learn new skills that helped to raise their self esteem and improve relationships with family and others. Young people who access the befriender scheme have found the service beneficial and have spoken positively about their engagement.

### **Virtual School**



The “Virtual School” tracker is now in place and includes all looked after children in Cardiff and out of area schools. The tracker includes attainment, attendance and exclusion data and the Education Directorate are in the process of including termly information from schools. A one page profile can be produced at any time which is invaluable for reviews and if a child changes school. The information is helping us to ensure children have additional support where appropriate and to make pupil progress meetings held with the Looked After Children Education Team more focused on improving outcomes.

### **Looked After Children Traineeship Scheme**

The Looked After Children Traineeship Scheme continues to support positive outcomes for young people. 60 young people have been through the scheme (31 started a traineeship placement during the year) and 7 young people are currently apprentices with Cardiff Council. The scheme has been highlighted as an area of good practice by ESTYN. One young person commented on the scheme to say “this scheme changed my life”.

### **Child Friendly City**

During the year, Cardiff made a successful application to be part of the Child Rights Programme. Children’s Services played a key role in development of the application and Cardiff was designated as a Child Rights Partner by the United Nations International Children’s Emergency Fund (UNICEF) from 2017. UNICEF noted that in the application Cardiff demonstrated a commitment to children’s rights, high aspirations for children and young people in the local authority and a coherent vision for how to use the programme as a vehicle for change. Cardiff continues to work towards its ambition to attain Child Friendly City status.

### **Children Zone proposal**

In January 2017 a cross-Directorate proposal was submitted to Welsh Government, seeking agreement for Cardiff to pilot a Children’s Zone. The proposal consolidated a range of developments already in place within the Education, Children’s Services and Communities Directorates, building on the locality approach pilot already in place for delivering older peoples’ services. The proposal centres around the adage that whilst it’s parents’ responsibility to care for their child, *it takes a community to raise a child* in order to provide the best environment for nurturing the individual so that it has the best possible opportunity to reach its full potential.

Cardiff’s proposal has at its heart, the aim to prevent and protect children from the impact of Adverse Childhood Experiences (ACEs). The proposal recognises that tackling ACEs requires us to be smarter about earlier intervention in the lives of our very youngest members of society, shifting the emphasis into prevention and protection. The vision for a Cardiff Children’s Zone is that it will have the following impact:

- **Fewer looked after children** - because it will ultimately mean fewer children's needs being met through the Court arena, in the looked after system or in the criminal justice system. More children will be able to enjoy family life in their own homes.
- **Sustainable Futures - Cost Effective Services** - it will have major implications for agencies who will be better able not only to sustain services in the face of considerable financial pressure but to deploy a greater proportion of those resources to much greater effect for



the benefit of a greater number of children. Less of spending large sums on a few children with poor overall outcomes; more of spending lower cost effective sums on a wider population of children whilst securing better outcomes. Joint commissioning of services to meet identified needs collaboratively will enable better deployment of resources and value for money in service provision.

- **Better Educational Achievement** - children will be supported more effectively to fully engage in school life, both academically and through enriched learning opportunities. We would expect to see improved attendance, reduced exclusions, better attainment levels and positive well-being.
- **Positive Destination Outcomes for Young People** – collaboration between schools, families, communities, training providers and employers at a focused local area level, will enhance the level of support that can be made available to young people that may be at risk of not progressing to ongoing education, training or employment post 16. Learning pathways and appropriate opportunities will be more effectively planned and more accessible.

Should the proposal be agreed by Welsh Government, it is intended that work will commence early in 2017/18.

### **Mental Health – the Ty Canna Recovery Model**

The Ty Canna Outreach service provides practical and motivational approach to individuals with mental health conditions who have additional complex needs. Adult Services have been operating the recovery model for over 6 years, 139 people were referred to the service in 2015/16. Each person referred to the service completes an assessment tool and agrees on goals they want to achieve and how to work toward this. The service consists of one to one outreach sessions, activities, volunteering opportunities and user led services. The service has also employed 4 part time Peer Support individuals, who have received interventions from the service themselves and who have lived with the experience of mental health conditions. They provide inspiration and hope for others referred to the service who want to make changes in their lives. Feedback from individuals who have used the service include:

- ‘Ty Canna has given me the support and encouragement I needed to look forward rather than dwell on my past for the first time in my adult life.’
- ‘I couldn’t have asked for more.’
- ‘I am now looking to move on from Mental Health Services, which is something I thought I would never do.’
- ‘I hope to go to University this year’ and ‘new beginnings and opportunities’.

### **Learning Disability Day Services**

During 2016/17 the service was reconfigured to become a Complex Needs Day Service and the service now supports users with a learning disability with complex and challenging behaviour, with multiple and profound disabilities, with Autistic Spectrum Disorder (ASD) and with dementia. Adult Services have invested heavily in staff development to ensure staff have the right skills and knowledge and are able to meet the complex presentations of need well, training has included Autism Awareness, Postural Management, Epilepsy and Person Centred Thinking. Citizens have far more community presence and are gaining new skills. Families continue to express satisfaction with the service and support.



### Llanishen Locality Based Working Project

Adult Services has been working closely with its colleagues in Communities in relation to the development and implementation of a pilot to inform a new model of domiciliary care and community support. The Locality Based Working Project has made steady progress towards full delivery against all 4 work streams including:

- **Co-ordination of Day Opportunities** – including improving joint working with public, private and third sector to meet residents' needs more effectively.
- **Locally Based Home Care** – including piloting a new, flexible way of working which differs from the traditional 'time and task' approach.
- **Health Based Services** – including maintaining and building upon regular contact between the Council and Health (e.g. local GP clusters and district nursing teams).
- **Future Housing Strategy** – including reviewing and proposing solutions for the current issues with the housing list, to ensure that those with complex needs are catered for in a timely way.

### Support Planners

The reconfiguration of the Learning Disability Day Service Officers has seen the creation of 6 full time equivalent Support Planner posts across the east and west Learning Disabilities teams in Cardiff. Support Planners work with newly referred or existing adults to help them develop their full potential, enable them to become more independent and integrate into their local community e.g. the arrangement of voluntary work placements.

### Health Checks

Using Integrated Care Funding (ICF) under the Disabilities Future Programme (DFG) user led Learning Disability Groups have been promoting 'Health Checks' for citizens in partnership with GPs to raise awareness and increase uptake.

### What are our priorities for next year and why?

- Deliver the Corporate Parenting Strategy by 2019 to ensure that the Council and partners collectively fulfil their responsibilities to all children and young people who are in their care by seeking exactly the same positive outcomes that every good parent would want for their own children.
- Work to make Cardiff a recognised Dementia Friendly City by March 2018 to support those affected by dementia, enabling them to contribute to, and participate in, mainstream society.

## 9. SUPPORTING PEOPLE TO SAFELY DEVELOP AND MAINTAIN HEALTHY DOMESTIC, FAMILY AND PERSONAL RELATIONSHIPS

Outcomes achieved:

- ✓ Improved support to adults through high quality specialist day services (including dementia).
- ✓ Adults encouraged to independently access social activities and engagement opportunities by more effective working with colleagues in Communities to deliver the Llanishen Locality Based Working pilot Project which provides information, advice and assistance.

### What did we plan to do last year ?

- Deliver improvements to Day Care services across all Adult Services client groups by March 2017 to maximise independence.
- Offer a Carers Assessment to all eligible adult carers who are caring for adults during the 2016/17 financial year to ensure that they receive the help and support they need, in the ways they need it.

### How far did we succeed and what difference did we make ?

#### Performance Update & Survey Results

- *People reporting that they feel part of their community*  
Adults = Yes = 227 / 458 = 49.6%  
Carers = Yes = 4 / 5 = 80.0%  
Children = Yes = 155 / 210 = 73.8% (belong in area)  
Care leavers = Yes = 15 / 27 = 55.6%
- *Parents reporting that they felt involved in any decisions made about their child's care and support*  
Yes = 24 / 65 = 36.9%
- *The percentage of looked after children reviews carried out within statutory timescales during the year*  
2016/17 = 94.8% (1,928 / 2,033)  
Performance has remained stable from 94.5% (1,676 / 1,774) in 2015/16.



### Day care services for older people

Progress during the year supports the overall objectives of the older peoples day services work including:

- Services are responsive to the needs of people with dementia and / or functional mental health issues.
- Services are responsive to the needs of people with high care and support needs.
- People are supported in the day centre setting which is best able to meet their needs.
- Improved joint working relationships with colleagues within Cardiff and Vale University Health Board to the benefit of citizens in need of care and support / patients and their families.
- Upgrading the quality of the accommodation and amenities to meet contemporary care standards and citizens' and carer expectations.

During 2016/17 the Directorate worked closely with our colleagues in Communities in the planning and designing of the structural work required for the refurbishment of the centres. Minehead Road will be the first work to be completed. All of the day centre staff there have been involved in discussions and decisions to ensure we have the appropriate experience and skill mix to support people in each of the 3 remodelled day centres.

A similar exercise will commence at another of our Older People's Day Centres in Grand Avenue from April 2017 onwards. This will be a long term piece of work to ensure we have all the detail of the requirements needed to put in place a remodelled service.

### Carers assessments for adult carers

79.5% of known carers were offered a carers assessment (2,833 offers for 3,563 carers) compared to 76.8% in 2015/16 (2,735 offers for 3,562 carers). The number of carers assessments completed during the year was 705 which exceeded the annual target of 600 although was a reduction from the 771 completed in 2016/17. This was primarily due to limited resource to undertake the assessments which has been resolved by the appointment of 3 Carers Assessment Workers (CAWs) during the year so it is anticipated that Carers Assessment offers will improve in 2017/18.

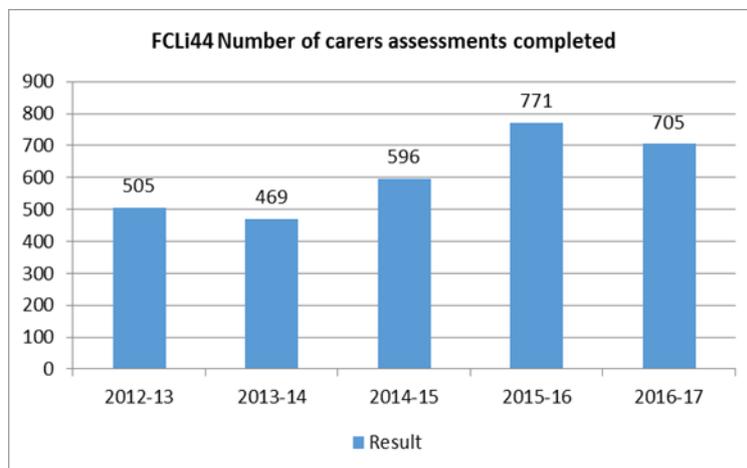
Adult Services were also successful in securing additional funding as part of the 2017/18 budget for a further 2 permanent Carers Assessment Worker posts. Their duties will include:

- Completing Carers Assessments and reviews.
- Identifying services that can be accessed through the community to support carers and supporting them and/or the person they care for to access external grants.
- Outreach work in community venues such as Hubs, GP Practices and Hospital Information Centres.
- Attendance at events to raise carer awareness to both the public and professionals.

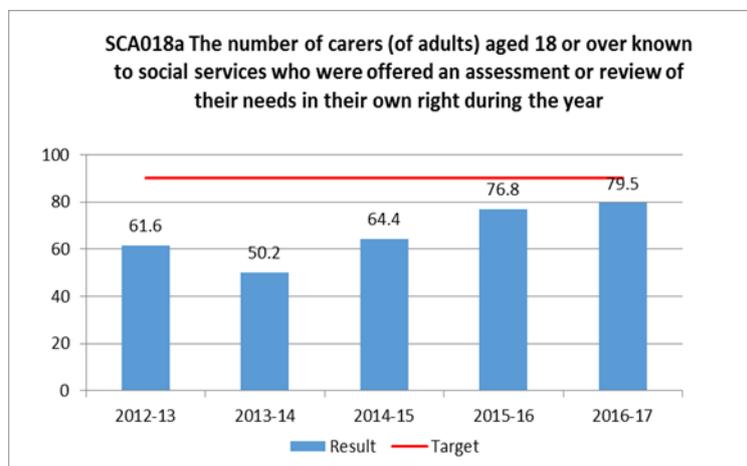
The Carers Policy Officer attended team meetings towards the latter part of the year to reinforce the Council's duty to carers and to identify barriers to offering Carers Assessments with the aim of improving teams' compliance in offering Carers Assessment and increase the number of referrals made to the Carers Team. In the coming year, all adult carers known to the service, (who did not receive an offer of a carers assessment during 2016/17) will be offered a carers assessment.

### Performance Update & Survey Results

- *Carers reporting they feel supported to continue their caring role*  
Yes = 3 / 5 = 60%
- *Carers reporting they felt involved in designing the care and support plan for the person they care for*  
Yes = 4 / 5 = 80.0%
- *Number of carers assessments completed*  
2016/17 = 705.  
Performance met the target of 600, but was a reduction from 771 in 2015/16.



- *The percentage of eligible adults who are caring for adults that were offered a Carers Assessment during the year*  
2016/17 = 79.5% (2,833 / 3,563) compared to 76.8% in 2015/16 (2,735 / 3,562).



### Young Carers

The Families First Young Carers Project, Gofal I Chi, provides individual and group support for young carers aged 5-15 to enable them to better understand and managed their caring role in both practical and emotional terms. They undertook group work with 21 young carers and provided individual support to 9 young carers between April 2016 and March 2017. In addition, Cardiff YMCA works with the Youth Service to provide a special youth provision for young carers which is funded via alternative sources. Arrangements for supporting young carers will be reviewed in 2017/18 to ensure that services complement each other and that there is no duplication.

### Safe Families for Children

This was a new prevention service that works with Children's Services to link families in need with local volunteers who can offer them help and support through a crisis. During the year, 26 referrals were made to Safe Families for Children and admission to the looked after system / inclusion on the Child Protection Register was avoided all 26 children. Health also make direct referrals to this service, to provide, for example, respite for up to 7 days whilst mother is in hospital. Without this respite provision, these referrals would be made to Children's Services for foster placements.

### Family Group Conferences

Family Group Conferencing utilises the strengths of family / friends to make their own plan to support and safeguard the children. During the year, 23 children received services from the preventative Family Group Conferences initiative. Accommodation as a result of family breakdown or addition to the Child Protection Register was avoided for 12 of these children.

### Performance Update

- *The percentage of children supported to remain living with their family*  
2016/17 = 55.3% (895 / 1,619)  
Of the 1,619 children with a Care and Support Plan at 31<sup>st</sup> March 2017, 895 were being supported to live at home (i.e. were not being looked after).
- *The percentage of looked after children who returned home from care during the year*  
2016/17 = 11.5% (113 / 982)  
Of the 982 children who have been looked after during the year, 113 have returned home.

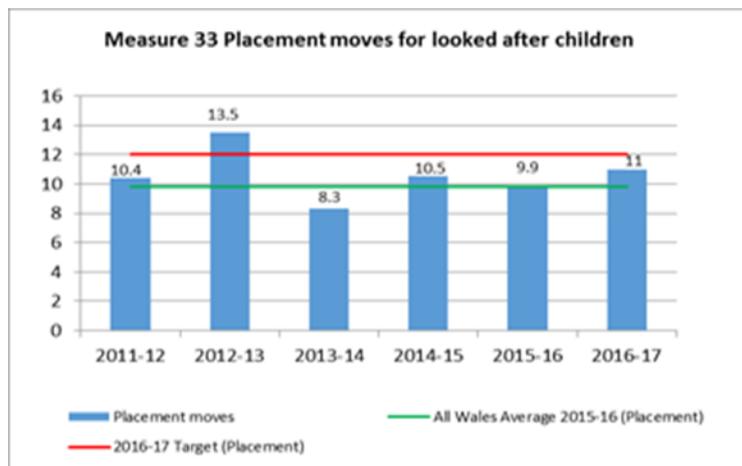
### Legal Surgery and Care Planning

The Legal Surgery has seen an increase in cases presented and the positives include Social Workers accessing immediate legal advice and a clear audit of decision making. The surgery continues to ensure that care plans are expedited and senior managers have oversight of care planning and identify emerging trends and patterns.

### Performance Update

- *The percentage of looked after children on 31st March who have had 3 or more placements during the year*

Performance declined to 11.0% (79 / 721) from 9.9% (64 / 644) in 2015/16 although the 12% target was met. This was anticipated due to concerted efforts to ensure that all children are suitably placed and that children are returned to Cardiff from out of area placements where this is appropriate. This means that some children have been moved as a proactive action - not due to placement breakdown - to a placement better suited to meet their long term needs / or to return from out of area.



### Connected Persons Assessments

In most circumstances the welfare of a child is best met by being brought up within their own family. Connected Persons assessments are assessments of people with a prior connection to a child or young person (e.g. relative, friend or any other person with a prior connection) to determine whether it is appropriate for them to become a foster carer for the child. Demand for these assessments is high and 89 assessments were initiated in 2016/17.

### Placement with parents

The number of looked after children who are placed with their parents has continued to rise (from 77 at 31<sup>st</sup> March 2016 to 93 at 31<sup>st</sup> March 2017). A successful financial pressures bid will enable us to create a team of Social Workers to deal specifically with these cases due to the high levels of visits and supervision required. It is hoped that a specialist team could expedite more timely Care Order revocations, thereby ending the looked after status of these children when appropriate. Recruitment is due to commence in 2017/18.

### Supervised Contact Services

The supervised contact service was recommissioned during 2015/16 and the new service, provided by Swanstaff commenced in May 2016. The impact of the supervised contact service has



been significant in terms of enabling Social Workers to have more time to undertake their role when previously they were managing their role alongside supervising contact. In addition, the quality of the recording of contact sessions has improved which assists with appropriate care planning and better outcomes for children.

### **What are our priorities for next year and why?**

- Implement new services in 2017/18 in order to promote family stability and reduce family breakdown.
- Implement new model of Day Opportunities by March 2018 (subject to the completion of major building works which should be substantially completed by this date) to maximise independence for adults with care and support needs.
- Develop a Learning Disability Day Opportunities Strategy 2018-20 and prepare an effective business case for the redevelopment of Tremorfa Day Centre to help people with a learning disability feel more valued, be more independent and to maximise opportunities for choice and control for each individual.
- Offer a Carers Assessment to all eligible adult carers who are caring for adults during the 2017/18 financial year to ensure that they receive the help and support they need, in the ways they need it.

# 10. WORKING WITH AND SUPPORTING PEOPLE TO ACHIEVE GREATER ECONOMIC WELL-BEING, HAVE A SOCIAL LIFE AND LIVE IN SUITABLE ACCOMMODATION THAT MEETS THEIR NEEDS

Outcomes achieved:

- ✓ Improved opportunities for looked after children and care leavers via the Looked After Children traineeship scheme – 31 young people started a traineeship placement during the year and 7 young people have accepted apprenticeships. Please see page 50 for further information.
- ✓ People continue to be better supported in accessing community based activities which meet their interests and desired outcomes. This resulted from our success in securing funding to sustain the Healthy and Active Project in partnership with Age Connects.

## What did we plan to do last year ?

- Develop a multi-disciplinary specialist service by September 2016 to prevent teenagers becoming looked after.

## How far did we succeed and what difference did we make ?

### Performance Update & Survey Results

- *People reporting that they live in the right home for them*  
 Adults = Yes = 388 / 454 = 85.5%  
 Carers = Yes = 6 / 6 = 100.0%  
 Children = Yes = 173 / 210 = 82.4%  
 Care leavers = Yes = 19 / 27 = 70.4%
- *Children and young people reporting that they are happy with whom they live with*  
 Yes = 179 / 210 = 85.2%
- *People reporting they have received care and support through their language of choice*  
 Adults (aged 18-24) = Yes = 450 / 470 = 95.7%  
 Carers (aged 18-24) = Yes = 5 / 5 = 100.0%  
 Children (aged 16-17) = Yes = 39 / 55 = 70.9%  
 Care leavers = Yes = 23 / 27 = 85.2%

- *Young adults reporting they received advice, help and support to prepare them for adulthood*  
Young adults = Yes = 5 / 7 = 71.4%
- *People reporting they chose to live in a residential care home*  
Adults = Yes = 55 / 87 = 63.2%
- *The percentage of all care leavers who are in education, training or employment at 12 months after leaving care*  
2016/17 = 58.5% (55 / 94)
- *The percentage of all care leavers who are in education, training or employment at 24 months after leaving care*  
2016/17 = 38.2% (39 / 102)
- *The percentage of all care leavers who have experienced homelessness during the year 2016/17 = 17.3% (56 / 324)*  
This indicator includes all care leavers aged up to 21 or above in they are in full time education. It counts any period of homelessness during the year and includes a variety of situation, such as bed and breakfasts, moving frequently between friends and leaving prison without a home to go to. Although young people may not have been homeless at the time they left care, this PI reflects any difficulties they experience in the following years – a few for instance are staying with girl/boyfriend's families, and if this breaks down they may be sofa surfing for a time before finding somewhere else to live.

### **Adolescent Resource Centre**

The Adolescent Resource Centre is expected to prevent the accommodation of teenagers on the edge of care and thus divert expenditure away from costly fostering / residential placements for looked after children to less costly preventative interventions. Recruitment to the team is complete and the service will be operational from April 2017. Impact will be monitored in 2017/18. A stakeholder engagement event has been held to consolidate partnership arrangements with key stakeholders and a model for delivering the respite element has been agreed and a recruitment campaign launched in conjunction with the Fostering Service as carers will be approved foster carers.

### **Housing Gateway**

In recognition of the need to ensure that young people aged 16 and above who find themselves homeless are supported appropriately, in partnership with the Communities and Housing Directorate, in 2015/16 we developed a single gateway for young people aged 16 or above to access direct housing, advice and support. The service has a number of tiers which are designed to meet varying levels of needs. The Gateway has been a very positive development for young people needing to access accommodation. The service is accessible, reduces anxiety for young people and reduces homelessness. The Gateway is working smoothly with all partners on board and very few issues or inability to place. We do, however, struggle to place some young people



with exceptionally high needs aged 16 and 17 but we are currently working on a project with Housing to design a Council provision that 'can't say no!'.

Between 5<sup>th</sup> October 2015 to 21<sup>st</sup> February 2017; 695 placements were created, 79% of which (546) were the result of positive move-on. This demonstrates the level of activity around placements for young people and shows us that 79% of moves for young people were positive. Young people were placed within 11 supported accommodation provider hostels varying from high level support to independent tenancies. The database captures the young person's journey beginning with Children Services supported accommodation and ending with moving to living independently maintaining a tenancy and own accommodation.

### **Older People - Healthy and Active Partnership (HAP)**

The HAP project, run by Age Connects, was initially set up as a pilot project to deliver a service to older people who were socially isolated. The Council was successful in obtaining funds from the Integrated Care Fund (ICF) for the project as an initiative to prevent social isolation. HAP is a volunteer model of service with an emphasis on maintaining people's independence and resilience, and as a preventative measure in preventing deterioration in their health and well-being. The project aims to support people in accessing community based activities which meet their interests and desired outcomes.

The HAP project has built up a considerable volunteer base with volunteers working with a number of older people. The total number of volunteers involved in the project was 211; with 57 additional volunteers recruited during 2016/17. The gender mix of volunteers as at the end of the financial year was 80% female and 20% male. The volunteers provide a range of services including befriending (80%), building / promoting community links (15%) and project support (5%).

HAP is also involved in the Locality Based Working Project led by Communities, please see page 51 for further information. ICF has renewed its financial contribution to the project for 2017/18. The funding will be used to continue the work of the provider organisation (Age Connects) in developing and establishing a volunteer peer support scheme and a 'buddy' system with individual older people meeting together and pursuing activities together.

A key outcome from the project is a decrease in the number of older people who enter statutory health and care services. The pilot is preventative in nature and therefore the efficacy of the project will be demonstrated by the effect it has on loneliness and isolation of the users of the service. A specific measurement tool is being used to monitor the work, the 'Campaign to End Loneliness' Measurement tool.

### **Older People – Extra Care**

Extra Care combines the philosophy of care alongside housing related support services within a housing environment. The service aims to provide a person centred and planned approach to the provision of care and housing related support to the tenants of the scheme. The support provided is commissioned in order to enable and assist people to live in their own accommodation within the Extra Care schemes, and in maintaining and promoting their independence in order to achieve a good quality of life and to provide support to carers.



The two schemes in Cardiff are located in the North and West of the City. Both schemes are purpose-built accommodation, for older people, older people with dementia or early memory loss and people with physical and sensory impairments who are unable (or likely to become unable) to continue living independently in their current home. The service provides effective support in order to prevent unnecessary hospital admissions and to prevent or delay care home placements. It is recognised by the Directorate that additional and new extra care housing would significantly enhance our capacity to support older people's greater independence and this will form a central part of a new Older People's Housing Strategy with effect from 2017/18.

### **Mental Health – Supported Living**

Adult Services currently commissions, through a range of providers, specialist 24 hour residential support and rehabilitation for 28 adults with mental health issues between the ages of 18-64. The services help adults with mental health issues to improve their lives in a secure environment, with the aim of supporting them towards independence.

### **Mental Health – Floating Support**

The primary objective of the scheme is to provide a better quality of life to adults with mental health issues by assisting people in stepping down from residential care / support settings to live independently in their own homes. Cardiff Council currently has 10 people on the commissioned scheme that provides individualised intensive packages of support 7 days a week.

### **What are our priorities for next year and why?**

- Review and revise Support Services to Care Leavers by March 2018 in order to improve service effectiveness and outcomes for young people.
- Review the Supported Living commissioning process for Adults with mental health issues by March 2018, to maximise the individual's care pathway to independent living, by improving the quality of recovery in a safe and supportive environment.
- Review of Internal Supported Living for Learning Disabilities for people with Learning Disabilities by March 2018 in order to maximise people's independence.



## HOW WE DO WHAT WE DO:

# 12. OUR WORKFORCE AND HOW WE SUPPORT THEIR PROFESSIONAL ROLES

Outcomes achieved:

- ✓ 1,183 staff trained to support implementation of the Social Services and Well-being (Wales) Act 2014.
- ✓ Establishment of the Regional Workforce Partnership.
- ✓ Improved service delivery by supporting staff to be better equipped to carry out their roles:
  - 6 seconded staff were on the Social Work degree course during the year.
  - 21 staff were supported to follow the Continuing Professional Education and Learning (CPEL) pathway during the year.

### **Complete roll out of the second phase of a specialist training programme to support local implementation of the Social Services and Well-being (Wales) Act 2014 by March 2017 to support staff to be compliant with new legislation**

The Social Services and Well-being (Wales) Act 2014 (SSWB Act) has introduced significant changes to the way social care is delivered in Wales and the Directorate is currently undergoing a period of significant cultural change following implementation of the Act on 6<sup>th</sup> April 2016. A regional co-ordinator for Sustainable Social Services has been appointed to co-ordinate the work required to transition these changes into business as usual. During the year a total of 1,183 attendees across Cardiff and the Vale have received (SSWB Act) training at an appropriate level. Changes in practice due to the implementation of the Act are becoming evident across teams in the region, however it is a long process and it is too soon to measure the impact of these changes. Early indications are encouraging with practitioners reporting that a more engaged way of working has improved relationships and enhanced understanding. The implementation of the Signs of Safety approach is also starting to have a positive impact.

Strengths-based practice training has commenced. Strengths-based practice for adults is a collaborative process between the person being supported by services and those supporting them, allowing them to work together to determine an outcome that draws on the person's strengths and assets. As such, it concerns itself principally with the quality of the relationship that develops between those providing and those being supported, as well as the elements that the person seeking support brings to the process. Working in a collaborative way it promotes the opportunity for individuals to be co-producers of services and support rather than solely consumers of those services. The term 'strength' refers to different elements that help or enable the individual to deal with challenges in life in general and in meeting their needs and achieving their desired outcomes in particular. These elements include:



- Their personal resources, abilities, skills, knowledge, potential, etc.
- Their social network and its resources, abilities, skills, etc.
- Community resources, also known as ‘social capital’ and/or ‘universal resources’.

The objective of the strengths-based approach is to protect the individual’s independence, resilience, ability to make choices and well-being. Supporting the person’s strengths can help address needs (whether or not they are eligible) for support in a way that allows the person to lead, and be in control of, an ordinary and independent day-to-day life as much as possible. It may also help delay the development of further needs.

The impact of this is yet to be measured and evaluated as it is too soon to do so. Plans are in place to do this at the appropriate time. Some impact can already be seen from the reported success of the training in equipping practitioners in their engagement and conversations with citizens and families.

Discussions between Higher Institutes of Education via Programme Management Committees and regional Training Department representatives commenced last year and are ongoing to ensure that the Act itself and the underpinning values are embedded into the undergraduate and masters social work degree courses. The Care Council for Wales’s First Three Years in Practice Framework has been launched in Cardiff with SSWB Act training forming part of the training programme for newly qualified Social Workers (NQSWs). Feedback on the programme this year has been very positive with NQSWs reporting enhanced learning following on from their social work degree courses. Commissioned trainers are required to ensure that the SSWB Act is fully embedded into the content of their training and all training material. Training Officers monitor and review this.

Managers are aware of the links between the SSWB Act and the Well-being of Future Generations Act 2015 and relevant issues are fed back to staff via team meetings.

### **Embed the Regional Workforce Partnership and agree a sector-wide Workforce Strategy 2017-2020 to meet statutory requirements by March 2017**

The work undertaken on the Regional Workforce Development website has been well received by partners and it is expected that when it is launched in 2017/18, it will strengthen communication across the sector and promote the social care profession to those who are considering it as a career change.

Strategic regional social care priorities have been agreed by the Regional Workforce Board and Cardiff and the Vale of Glamorgan Councils have approved a recommendation to merge their respective Social Services Training and Development Teams into a single Regional Social Care Workforce Development Unit. A regional celebration event hosted by Cardiff and Vale College is planned for 2017/18 to recognise the significant number of care workers achieving qualifications.

Now that robust regional partnership arrangements are in place, the challenge for partner agencies will be to ensure that implementation of the Board’s priorities is effective in promoting cultural change amongst the workforce and enabling a large cohort of employees to meet the requirements of the Regulation and Inspection of Social Care (Wales) Act 2016 over the next 3 years.



## Develop a Social Services Workforce Strategy by March 2017 to improve workforce planning, recruitment, retention and staff learning and development

A Social Services Workforce Strategy that aims to improve the lives of the people in need of care and support in Cardiff and to keep them safe is currently being developed. This can only be delivered by:

- Having a confident, competent and highly-skilled workforce.
- Having a workforce that understands each other's responsibilities and works together to deliver relevant, responsive and high quality services.

A key element of this is to improve the effectiveness of our recruitment of permanent social work staff across all teams, and to strengthen the Council's ability to retain a high quality, experienced social care workforce.

The strategy will set out:

- Our commitment to our workforce, ensuring we recruit and retain suitably qualified and experienced staff, and that staff have the support, information and skills they need. It will provide the strategic framework for progressing our priorities for developing the Social Services workforce over the next 3 years.
- Our framework of priorities to create a culture that supports and enables **a flexible, skilled, motivated and diverse workforce**. It will recognise the valuable contribution employees make in delivering our services and will be shaped by the aims, vision and values of the City of Cardiff Council and the key priorities are **Workforce Planning, Recruitment, Staff Learning and Development and Retention**.

During the year, the Children's Services Workforce Development Strategy Group has been positively engaged in work to develop a Social Worker Traineeship. This scheme will be implemented in September 2017 when it will offer 2 Traineeship opportunities within the Directorate. This is expected to raise the profile of Social Workers across the Council and provide opportunities for employees in other Directorates to learn about the role of Social Workers and take up an opportunity to be considered for formal training at the end, as well as enhancing current opportunities to grow our own Social Workers.

### Performance Update

- *Percentage of Personal Performance and Development Plans initiated within required timescale*  
Performance declined slightly to 92% from 97% in 2015/16 but the 90% target was met.
- *Percentage of Personal Performance and Development Half Yearly Reviews completed within required timescale*  
Performance improved to 92% from 86% in 2015/16.  
A consistent message regarding the importance of the Personal Performance and Development Reviews has been given by senior managers throughout the year and has had a positive impact on performance. The process has been reviewed corporately, and a new approach will be implemented for 2017/18.
- *Average full time equivalent sickness days lost per member of staff*  
2016/17 = 16.95.

Performance has declined from 14.12 in 2015/16.

Children's Services sickness was reviewed during the year for the categories where there was the most growth in Quarter 2 (back problems, genito-urinary and neurological) and it was determined that all appeared to be inescapable absences.

The particular challenge in relation to sickness in Adult Services is the risk of contracting diarrhoea and vomiting (D&V) due to the delivery of personal care by Home and Day Care services. Public Health policy stipulates that employees must be off for 72 hours following D&V and a local policy will be developed to ensure that the Council adheres to this guidance.

Managers have been trained in undertaking Stress Risk Assessments with staff and these are now being undertaken across the Directorate as required.

### **Put processes in place by March 2017 to support the health and well-being of the Social Services workforce**

A number of initiatives have taken place during the year, including:

- Review of staff supervision procedures.
- Implementation of team briefings in the context of agile / mobile working.
- 'Meet the Management Team' staff events.
- Training for managers regarding Stress Risk Assessments.
- Flexi time rolled out across the Directorate in line with the Council's Work Life Balance policy.
- Employee roadshows.

The Council has an Employee Health and Well-being Strategy, 2016–19, covering Physical Health and Well-being, Mental Health and Well-being, money, nutrition, physical activity and exercise and work / life balance. A working group with representatives from Social Services is working towards a corporate Health Standard.

The Social Services Directorate have appointed 7 Health and Well-being Champions who champion a range of Health and Well-being support initiatives including support for mental health through the Time to Talk Wales Sub Group. This Group is attended by a Social Services Health and Well-being champion representing Mental Health Services. The Council has also signed the 'Time to Change Wales' pledge. 'Time to Change Wales' is the first national campaign to end the stigma and discrimination faced by people with mental health problems.

During 2016/17, awareness and training in relation to staff Stress Risk Assessments was actioned and monitored by the Social Services Health and Safety Officer Working Group.

Caseloads in Children's Services continue to be monitored and are routinely reviewed by management. Particular focus is given to workload when a Social Worker's caseload exceeds 20 - these are reviewed to ensure appropriate and safe allocation. Average Social Worker caseloads at 31<sup>st</sup> March 2017 were 16.7, compared with 17.9 at 31<sup>st</sup> March 2016. Maintaining manageable caseloads is a precondition for the implementation of 'Signs of Safety' our new strategic approach to practice in Children's Services. A growth bid to secure a number of new full time social work posts was successful and arrangements to establish and recruit to the new posts are underway.



In Adult Services average caseloads are no longer an accurate indicator of the workloads of case managers because of changes in the way cases are allocated. The introduction of review workers across service areas has meant that the majority of citizens in need of care and support no longer have a specific named worker and that case managers are increasingly unlikely to continually work with the same people. An average caseload figure would fail to capture the large number of citizens in need of care and support that no longer have a named case manager. Individual caseloads are monitored by Team Managers during regular staff supervisions and personal reviews.

### **Implement the Agile / Mobile Working Strategy across Social Services by March 2017 to effectively mobilise the Social Services workforce**

The Agile Mobile Working project was completed during the year and has mobilised around 640 Social Services staff. The teams mobilised include Intake and Assessment, Children in Need, Looked After Children, Safeguarding Service, Youth Offending Service, Fostering Service, Family Intervention Support Service, Emergency Duty Team, Adult Assessment' Home Care Service, Mental Health Services Older People, Occupational Therapy, Substance Misuse, Review, Personal Adviser Service, Learning Disabilities Team. The mobilisation of the Mental Health teams at the end of March 2017 completed the roll out of Agile Mobile Working for Social Services.

The critical success factors of the project have been the ability to vacate / relocate staff and close buildings. This (along with the associated benefits including reduced carbon footprint and reduced telephony costs) should be viewed as the primary benefit of agile working at present. Other cashable benefits, such as reduced mileage, printing and storage, will likely be small and take a longer time to realise. The softer benefits, such as productivity, work / life balance and managing demand, are more difficult to measure but we are confident that the significant increase in demand on the service could not have been absorbed without the benefits of agile mobile working. The qualitative information, such as feedback directly from staff or through the survey, has been particularly informative and is highly significant for retention. Feedback from end users has provided valuable insight into the benefits and issues with agile working. Positive feedback from a staff survey included: *"More time to complete recordings and paperwork = less stress"* and *"This has definitely had an effect on people's health and well-being which in turn increases productivity and performance"*.

As an organisation we have invested a considerable amount to achieve new ways of working. What we need to do now is empower our staff to work where, when and how they choose (provided business needs are met), offering maximum flexibility and minimum constraints. This will optimise their performance and deliver best value and customer service. The new technology enables people to work in ways which best suit their needs, without the traditional limitations of where and when tasks must be performed. Work needs to be seen as an activity we do, rather than a place we go. The new and exciting tools provided will help us work in different ways, to meet customer needs, reduce costs, increase productivity and improve sustainability.

### **Develop and implement an integrated Social Services Business Unit by March 2017**

The Directorate's business functions have benefitted significantly from the merger of previously separate children's and adults functions, bringing additional efficiencies to bear and enabling a more effective deployment of support.



An independent review of complaints and access to records processes has been undertaken and confirmed that the local authority is compliant with Welsh Government guidance. The report highlights what works well, outlines areas for improvement and makes recommendations regarding action required to improve the quality and efficiency of the complaints process across the Directorate. These actions will be taken forward in 2017/18.

**Improve recruitment and retention of Children's Social Workers, ensuring the Council achieves and maintains a vacancy rate below 18% by March 2017 to raise standards and drive the quality and competency levels of staff through effective workforce development in order to enable those with care and support needs to achieve what matters to them**

As a result of work to improve recruitment and retention, a more stable workforce across the service is emerging and except where essential maternity cover is required, there is less reliability on agency staff. The vacancy rate has increased slightly during the year to 23.5% (from 22.2% for 2015/16, primarily due to internal promotions and transfers - there are some good examples of staff achieving promotional appointments, thereby supporting career development and staff retention. The message from the most recent recruitment drive is that Cardiff Children's Services is starting to be seen as a good place to work. A new recruitment programme will be launched early in 2017/18 to continue the process of filling existing vacancies. An agreement remains in place that when all vacancies have been filled, Children's Services will continue to recruit to a "pool" of additional Social Workers. This will enable the service to maintain consistency of service provision and caseloads whilst managing healthy staff turnover without needing to rely on expensive agency Social Workers.

**Performance Update**

- *Percentage of social work vacancies in all teams*  
2016/17 = 23.5%  
Vacancies increased slightly to 23.5% from 22.2% in 2015/16.

**Regional Training Developments for Cardiff and the Vale of Glamorgan**

In Cardiff, over 450 courses were offered in the first 10 months of the financial year, the number of places offered totalled 6,500 and 77% of places were taken up. These figures demonstrate the commitment of staff across the region in the statutory and third sector to their own Continuing Professional Development and the demand for meaningful and effective training to be provided.

The Training Unit ensures that all courses incorporate the aims and values of the Social Services and Well-being (Wales) Act 2014 (SSWB Act). New models of emerging good practice that have been developed and become a part of everyday processes are key to ensuring that the SSWB Act is used in a meaningful and practical way in day to day work. For example, the SSWB Act very much 'fits' with the models rolled out in the first half of the year, including Cardiff's Signs of Safety, Better Conversations and extensive Dementia Training.

During 2016 Care Council for Wales modules have been delivered to groups of staff throughout the region. An extensive training program was, and will continue to be, offered and includes such training as Sibling Attachment, Human Trafficking, Building Resilience in Young People, Deprivation of Liberty Safeguards, Mental Health Awareness and Risk Analysis.



### **Health and Social Care Safeguarding Training**

Within the Regional Workforce Partnership with the Vale of Glamorgan we take every opportunity to promote the necessity at undertaking Safeguarding training. This is mandatory for Social Services staff and we also make this available free of charge to independent, third sector and voluntary agencies. Regular invitations are sent to all partner agencies. Two types of training are undertaken, face to face and by e-learning packages. Steps are being taken to ensure the mandatory requirement is being adhered to. A total of 1,050 training places were held regarding Safeguarding during 2016/17.

### **What are our priorities for next year and why ?**

- Review Directorate posts by March 2018 to support a coherently aligned Social Services workforce career path to ensure compliance with Care Council for Wales standards.
- Improve recruitment and retention of Children's Social Workers, ensuring the Council achieves and maintains a vacancy rate below 18% by March 2018 to raise standards and drive the quality and competency levels of staff through effective workforce development in order to enable those with care and support needs to achieve what matters to them.



## 13. OUR FINANCIAL RESOURCES AND HOW WE PLAN FOR THE FUTURE

Outcomes achieved:

- ✓ 16 looked after children were returned to Cardiff with an estimated cost saving of £1.1 million.
- ✓ Review of all Adult Services commissioned spend undertaken which resulted in £1 million savings.
- ✓ £4.939 million savings achieved by Social Services overall.

### **Achieve 2016/17 savings proposals and develop the medium term financial plan by March 2017 to identify 2017/18 savings proposals**

The 2016/17 outturn for Social Services reported a £6.745m overspend against a budget of £146.285m. This reflects a saving shortfall of £2.614m against a combined £7.553m target for 2016/17 and 2015/16 for Children's and Adult Services. This context notwithstanding, the Directorate achieved £4.939m savings during the year.

In Children's Services, the overspend (£4.277m) reflects a savings shortfall of £3.487m plus significant projected cost growth (£1.4m) in relation to external fostering. Fostering placements increased by 47 during the financial year, a reflection of the growth in the number of looked after children (+81) in the same period. There has also been net cost growth in relation to new residential placements. The outturn also included overspends in support costs for care leavers and in external legal costs. The ongoing use of agency staff continued to impact on staffing budgets in certain areas such as safeguarding and leaving care although the total number of agency staff engaged by the outturn had been reduced. This is evidence that the measures put in place to tackle agency costs are taking effect and provides a basis for confidence over the forthcoming year.

In Adult Services, the overspend (£2.468m) reflects a savings shortfall of £1.147m but also a significant overspend in commissioned services for older people. This includes significant growth in the number of domiciliary care hours delivered (+9%) during the year and inflationary increases in relation to the price of a nursing bed (+10). Similar domiciliary care pressures are evident in physical disability commissioning budgets. There were however, offsetting underspends in mental health services, reflecting lower than anticipated commitments against Deprivation of Liberty Safeguards (DOLs) budgets and residential care. There were also significant savings across staffing budgets due to vacancies. Savings made in relation to learning disability commissioning budgets reflect the growing significance of health needs in the user population and the concomitant growth in the contribution from the University Health Board's Continuing Health Care (CHC) fund.

The Directorate worked closely with key Finance partners in the second half of the year to develop a new 5-10 year Integrated Service and Financial Strategy for Social Services. The first two iterations of our analysis of population and spend projections focused on children and adults respectively and were presented for discussion with Cabinet as a work in progress and this analysis contributed to the Welsh Local Government Association's (WLGA) overview of pressures across



Social Services in Wales. A third and final report will draw these into an overall strategy and identify costed options to enable decision makers to resolve a model for financial sustainability for Social Services in the future.

A central element of the reforms we need to make, relates to social work assessment practice. We know that our traditional approach has tended to focus on people's deficits and risks when assessing needs and developing individual care plans. We also know that this often tends to erode personal independence rather than promote it and this in turn entails the over-provision of services too often. In order to focus on an assets-based approach that promotes independence, we intend to re-shape our model of social work in Adult Services by drawing on the lessons being learned in our implementation of 'Signs of Safety' in Children's Services. The Director is in active dialogue with colleagues in another city, to explore the potential for a partnership in the development of a new model for social work with adults.

In order to ensure that the new Integrated Service and Financial Strategy benefits from UK wide best practice in optimising financial sustainability, the Director has engaged the Institute of Public Care and Professor John Bolton as a development partner with the support of the WLGA.

### **Develop and implement a strategic approach to commissioning for the Directorate by March 2017 to achieve value for money and better outcomes for people**

As part of the requirement set out in Part 9 of the Social Services and Well-being (Wales) Act 2014 (SSWB Act), Regional Partnership Boards are required to establish pooled funds in relation to the care home accommodation functions by April 2018. As part of the wider joint commissioning work, Local Health Boards and local authorities are expected to:

- Undertake a Population Needs Assessment and market analysis to include the needs of self-funders.
- Agree an appropriate Integrated Market Position Statement and Commissioning Strategy.
- Agree a common contract and specification.
- Develop an integrated approach to agreeing fees with providers.
- Develop an integrated approach to quality assurance.
- Adopt transparent use of resources.

The Cardiff and Vale of Glamorgan Regional Partnership Board has established a joint commissioning project to develop this work as part of the whole system redesign. The following work has been undertaken to ensure Cardiff Council meets the requirements of the SSWB Act to establish a Regional Partnership Board (RPB) and work to integrate health and social care:

- Appointment of a Chair and agreed membership of the Board.
- Agreed terms of reference and governance arrangements.
- Workshops, focusing on member induction and locality working.
- Analysis of existing work streams and projects and agreement on future priorities.
- Completion of the Population Needs Assessment (PNA).

The Joint Commissioning Project Board is continuing to develop the baseline to inform a Cardiff and Vale of Glamorgan Integrated Market Position Statement for Older People. The mapping of



Older People Services has now been completed and a draft Joint Regional Statement of Strategic Intent for Older People Services has been developed for further discussions with stakeholders.

A pooled budget workshop took place between Cardiff Council, Vale of Glamorgan Council and Cardiff and Vale University Health Board to consider the model agreement developed by Gwent and the issues the Partnership will need to consider in relation to establishing a pooled budget for care accommodation by April 2018.

The Population Needs Assessment required under the SSWB Act was completed and was submitted to the Minister for Social Services and Public Health by the 31<sup>st</sup> March 2017.

### **Optimise opportunities for working collaboratively across the region and more widely where there is potential to deliver more effective services during the 2016/17 financial year**

Good engagement with partner agencies played an increasingly important role across a number of areas including:

- Statutory partners' agreement to establish and fund a combined Safeguarding Business Unit to facilitate the Regional Adult and Children Safeguarding Boards' agendas.
- Co-location of Mental Health Services for Older People with the Vale of Glamorgan Council and Cardiff and Vale University Health Board.
- Be a Care Worker Campaign.
- The establishment of a Regional Social Care Workforce Development Board.
- The development of a Regional Social Care Workforce Training Unit.
- The regional re-commissioning of Advocacy Services.
- An active programme of work to enable the establishment of Pooled Budgets.
- The development of a Regional Statement of Strategic Intent for Integrated Older People's Services.

### **Develop a Quality Assurance Framework for Social Services to bring together the quality assurance and learning elements of key activities in the Directorate by March 2017**

A Children's Services Quality Assurance (QA) Framework was developed recruitment to the Quality Assurance Officer post is underway, at the time of writing Case management audits continued throughout the year and identified the following themes:

- Evidence of good multi agency working in Child Health and Disability and Fostering teams.
- Good use of the Safe Care Policy.
- Visits need to be undertaken and recorded in a more timely way.
- Chronologies need to be kept up to date.

Themes emerging from complaints are also considered on a quarterly basis and presented to the Corporate Parenting Advisory Committee. Work on training to address themes and improve practice will be taken forward once the Quality Assurance Officer is in post.

The Directorate now needs to embed the new post and using the Children's Services QA framework, commence the development a parallel model for Adult Services implementation.



## **Benchmark service performance with core cities, or relevant benchmark organisations, by March 2017 in order to drive better outcomes for citizens, businesses and visitors**

Inspired by the good work of Monmouthshire's Raglan Project and in cooperation with that authority, we have developed a locality model of domiciliary support for people with dementia, whereby a dedicated team of staff will care for a cohort of our clients within a specific locality. We are currently working with a provider to get the service underway.

The central consideration of much of our strategic and development work concerns the Social Services and Well-being (Wales) Act 2014, which came into force in April 2016. We are active members of the following national Association of Directors of Social Services Cymru (ADSSC) work-streams for benchmarking and comparing practice.

- New Models of Service group, which explores models of working relating to various aspects of the Act, including commissioning, early intervention and new models of delivery.
- New Approaches to Practice group, exploring areas such as such as advocacy, assessment, eligibility, care planning and information, advice and assistance (IAA).
- Business Intelligence Group, which considers issues relating to performance measurement and data recording. A considerable amount of work has been undertaken by the Performance Sub Group to agree a national interpretation of the guidance for All Wales performance indicators and reports. Work undertaken will be reflected in the development of reporting mechanisms from the Welsh Community Care Information System (WCCIS).

In November 2016 a detailed report was produced for the Adult Services Scrutiny Committee, analysing Cardiff's domiciliary care provision against that of the English Core Cities, as well as other Welsh authorities. This will inform the future commissioning and development of our domiciliary service. Key messages from the report were:

- The Council aims to promote quality in domiciliary care services by having 50% of the criteria used to award packages of care based on assessment of the quality of providers.
- Cardiff has a diverse domiciliary care provider sector. There are currently 63 domiciliary care providers registered on our Approved Provider List; this compares to 39 providers who were on the list when it first became active in November 2014.
- The "Sproc.net" care service purchasing system has demonstrated a number of benefits, including transparent allocation of work, efficiency and timeliness in setting up package, an emphasis on quality, reduced internal costs for the Council and achieving an increase in the number of providers.
- Cardiff Council has recognised that local authorities cannot rely on the system to generate capacity on its own and that there must be parallel market development and engagement with providers to shape and manage the market.
- Capacity and sustainability in the market remains a concern for Cardiff and the local authority will need to continue to look at ways of developing new ways of working to increase capacity.
- The Domiciliary Care Providers Forum meets quarterly with the Council to discuss issues concerning the market, to look at best practice and, through working in partnership, to drive the continual improvement of quality in the sector.



- The Council is working to promote the positive aspects of the role of the paid care worker to try and increase interest in the sector and draw new people into the Care sector to work.

The data for the national survey element of the new Social Services Performance Measures was submitted by the required deadline of 31<sup>st</sup> March 2017. This saw 1,350 questionnaires distributed, and when the national results are published later in 2017/18 this will allow us to compare our qualitative service data against all other Welsh authorities.

### **Establish an Improvement Board to deliver the improvement plan for Adult Services by March 2017**

At the time of writing, governance arrangements in relation to overall Social Services strategic development are being reviewed to ensure more effective alignment with the Council's Organisational Development Programme, and the emergent Integrated Service and Financial Strategy.

The Adult Services Improvement Board served an effective purpose in facilitating strategic analysis and overall improvement with evident progress achieved in relation to all of the external consultant's original 2015 recommendations. Performance, quality, longer term strategic thinking, financial planning and partnership are all in a substantially better position. Given this and the embedding of progress in a new Social Services function, the Directorate is in the process of 're-casting' its approach to strategic development under the auspices of a new 'Social Services Futures' Programme. In collaboration with Organisational Development colleagues, this programme will re-focus on strategic development, particularly in response to the priorities of the Social Services and Well-being (Wales) Act 2014 (e.g. integration, citizen engagement and prevention) and over the longer term i.e. 2017-2027. Of particular significance will be the development of an Integrated Service and Financial Strategy for 2017-2022/27.

The Cardiff and Vale of Glamorgan Regional Partnership Board has established a joint commissioning project.

### **Undertake a campaign in 2016 with Private Sector Domiciliary Agencies to attract more employees into the social care sector to increase capacity and improve quality**

The Directorate's Communication and Media Activity Programme Plan for the 'Be a Care Worker Campaign' is currently ongoing and aims to encourage more people to apply for carer roles in the private and public sector. The 'Be a Care Worker Campaign' social media launch started during November 2016 and continued with a steady stream of messages until late March 2017. It consisted of Facebook boosted adverts and a tie-in with Twitter. The target audience included local residents, third sector, youth workers, community first groups, students / universities and the local press with a known total reach of 2.9 million people. The campaign has been positively perceived across all social media platforms and continues to gain interest amongst Cardiff residents.



## What are our priorities for next year and why ?

- Finalise and commence implementation of an Integrated Service and Financial Strategy for 2017-2022/27 in order to ensure a sustainable future for Social Services.
- Embed the QA Framework in Children's Services and adapt for implementation Directorate-wide by March 2019 to ensure that children, families and adults benefit from the highest possible standard of service within resources.
- Recommission Families First Services by March 2018 to maximise the impact on outcomes for children and families.
- Implement a new model of commissioning in relation to domiciliary care by November 2018 in order to rebalance the service offer and improve performance and sustainability.



# 14. OUR PARTNERSHIP WORKING, POLITICAL AND CORPORATE LEADERSHIP, GOVERNANCE AND ACCOUNTABILITY

## Partnership Working

The Directorate has made significant strides in establishing more open and collaborative relationships with strategic partners. Collaborative partnerships are a fundamental pre-requisite for effective services. These include:

- Implementation of an Early Help Strategy.
- Development of 'Not in Our City, Not to Our Children' – Cardiff's highly proactive Child Sexual Exploitation (CSE) Strategy; this also provided the basis for securing growth funding to establish a permanent CSE team.
- Launch of a Multi Agency Safeguarding Hub.
- Establishment of a new Regional Social Care Workforce Board, drawing in partners from academic provider organisations, national and regional domiciliary care providers and health partners.
- Development of regional proposals for establishing a Regional Social Care Workforce Unit by combining resources across the two Councils.
- A newly established Regional Partnership Board, sponsoring an active programme of workshops, strategic development sessions board meetings.
- Development of regional proposals for commissioning advocacy services.
- Co-sponsorship of a pilot Missing People initiative to support dementia sufferers and their families.

The Integrated Health and Social Care (IHSC) Partnership Cardiff provides oversight for the development and delivery of funded programmes for adults through the Integrated Care Fund (ICF). As a result we have been able to establish a range of new services, most of which are delivered collaboratively, to support adults with care and support needs. 3 of these were set up in the previous period and are now demonstrating their effectiveness, including the First Point of Contact, Preventative Interventions and Accommodation Solutions. More recently an ICF funded Discharge to Assess project was established at the end of the year to:

- Enable individuals aged 65+ years to take the opportunity to leave hospital at an earlier stage, with access to an appropriate assessment of need within their own home and improved access to a reablement.
- Reduce the number of delayed transfers of care associated with community assessment / arrangements across Cardiff and the Vale.
- Ensure clarity of referral pathway for patients returning home.



- Avoid the unnecessary placement of individuals into institutional care, thus maximising care home capacity for those who really need it.

## Council Values and Priorities

Supporting and protecting people remains one of the Council's 4 top priorities and this is reflected in the continued and direct support provided to Social Services during 2016/17. In the context of significant Council wide financial challenges, the Council agreed additional funding for Social Services when setting the 2017/18 budget. A net total of £9.2m, including 59 additional posts, was agreed in response to demographic growth and to support a range of new preventative programmes. Taken together with the Council's other 3 priorities and the refresh of the Council's Core Values, social services provision is seen as playing an essential strategic role in improving outcomes for citizens, families and communities across the city.

The Children and Young People and Community and Adult Services Scrutiny Committees play a significant role in supporting the drive towards improved performance across Social Services. Both Committees have undertaken discrete inquiries in order to strengthen the corporate profile of key challenges that impact on people in need of care and support.

## Strengthening Social Services as a Unified Entity

In 2014/15, the Council concluded that it was timely, particularly in light of the Social Services and Well-being (Wales) Act 2014 and to enable better strategic integration, to establish a single Social Services Directorate under a single Director with effect from 2015/16. This was intended to secure a stronger focus on 'whole family' / whole system approaches and on stronger integration with partners, taking advantage of opportunities to share innovations, resources and costs more effectively. Despite the fact that the new Directorate is relatively recent, staff and managers have welcomed and embraced the opportunity to work in a Directorate that is more cohesively aligned to the values and practices that are inherent in a Social Services function and that are reinforced by the Social Services and Well-being (Wales) Act 2014. Informal feedback indicates that staff are eager to be part of a modernized Social Services function and to be part of developing new ways of working with individuals and communities to promote greater independence and reduce unnecessary reliance on services that create dependency.

## Wider Development

Given the progress achieved since 2013 in children's social services, it was agreed that the Children Services Improvement Board, established in 2014 could be stood down at the end of 2015/16 and the improvement agenda is now integrated on a 'business as usual' basis.

This allowed us to turn our attention to the creation of a wholly different and city wide approach to supporting children and families on a universal basis rather than the more narrow and inward focus on the statutory service alone. Together with senior partners and chaired by the Chief Executive, a new board was established during late 2015/16 with the aim of promoting prevention and early help so that in all settings where children are growing up – local communities and hubs, schools, playgroups and cultural or sports settings - we act in concert to help them thrive and develop on the one hand and on the other, that we remove obstacles that might stop them from doing so at the earliest opportunity.



During 2016/17 partners identified a number of priorities to support this shift in strategic focus, including the consideration of establishing a Children's Zone; deploying an approach in all settings that is shaped by the Adverse Childhood Experiences (ACE) research; and refocusing existing funded programmes more effectively on prevention. Following on from the Council's commitment to work towards making Cardiff a 'Child Friendly City' we have secured the support of United Nations Educational, Scientific and Cultural Organisation (UNESCO) as one of only 3 'Child's Rights Partners' across the UK. This programme of work, led by Education, will play a significant role in promoting this new strategic approach with partners and will enable us to underpin it effectively with a strong children's rights and participation agenda.

An Adult Services Improvement Board similar to the Children's Services predecessor was established in the autumn of 2015, again chaired by the Chief Executive. The Director and the Board were supported in their improvement agenda by an independent 'diagnostic' that was undertaken by a Welsh Local Government Association (WLGA) associate and presented to the Community and Adult Services Scrutiny Committee and to the Council's Challenge Forum. This enabled the development of an improvement plan that focused on the key ingredients of success and included the Social Services and Well-being (Wales) Act 2014, the overall structure for the new Directorate, Integration, Commissioning, Performance and Budget. As with Children's Services, this approach worked well in accelerating and supporting a programme of work to secure improved operational effectiveness and overall managerial grip. The Council's Organisational Development Programme played a significant role in facilitating key changes around Direct Payments, First Point of Contact and commissioning. The Directorate was able, as result of these programmes, to put adult social care on a much sounder footing, led by the Assistant Director and her new management team.

As with all Directorates, Social Services was subject to performance challenge at regular 'Star Chamber' meetings consisting of the Cabinet and relevant Directors.

## **Staff Engagement**

A key factor for the successful development of new ways of delivering services to the community is the active engagement of staff. In addition to our group of employee ambassadors, we have engaged staff in Adult Services in a series of opportunities to meet with the Director of Social Services and the Assistant Director of Adult Services. Although these went some way to enable the Directorate to open up new avenues for dialogue we recognise that we need to increase the frequency and reach of these sessions and to develop other ways to facilitate more dialogue.

In Children's Services the main vehicle for engaging staff has been the major strategic push around implementation of 'Signs of Safety' which has relied heavily on close consultation across the service involving all layers of the Directorate, dedicating significant workshop-based time and additional staff training and development. In 2017/18 we will need to focus on more cross Directorate engagement.

## **Corporate Parenting Advisory Committee (CPAC)**

Corporate Parenting is the term used to describe the responsibility of local authorities to provide the best possible services and support to looked after children and young people. The role of corporate parent is to seek for children who are looked after by Cardiff Council the outcomes that



every good parent would want for their own child. The role of CPAC is to oversee the effective implementation of Cardiff Council's Corporate Parenting Strategy to seek to ensure that the life chances of looked after children, children in need and care leavers are maximised in terms of health, educational attainment, and access to training and employment, in order to aid the transition to a secure and productive adulthood.

Examples of work undertaken by CPAC during 2016/17 include:

- Endorsed the recommendation for 2 young people replace the representative from the commissioned advocacy service as regular advisors, and for a representative from the University Health Board to supplement existing advisors.
- Undertook visits to an out of area children's home, Targeted Services teams within Children's Services, Rumney Primary School and the Youth Offending Service.
- Received a presentation from the Traineeship Scheme Co-ordinator and 2 young people who gave an account of their experience of the scheme. In response to the request of young people, the scheme has been rebranded to remove the words 'Looked After Children' from the title, and an online launch and app were planned.
- Received quality of care reports in relation to Crosslands children's home (the only children's home directly delivered by Cardiff Council. No significant issues were raised during the year and the Committee sent a letter to staff at the home to acknowledge the good work being done.
- Received reports on inspections, children's home quality of care visits, performance, complaints, out of area placements, Independent Reviewing Service, Regional Adoption Service, Education and Advocacy.

Please see page 44 for further information.

## **Social Services and Well-being (Wales) Act 2014 (SSWB Act)**

Good regional governance and project management arrangements were in place to maximise readiness for the SSWB Act in April 2016. These have built on the pre-existing arrangements established to promote health and social care integration. As a result of this context and the genuine commitment of staff and managers to new ways of working in response to the SSWB Act, we were able to make significant strides in Act implementation in the following key areas.

- Establishing an effective Information, Advice and Assistance model.
- Establishing Dewis as the main information access platform.
- Working to ensure effective liaison with Cardiff Prison around the needs of those passing through the secure estate.
- Strengthening adult safeguarding, principally by a refresh of the Regional Adult Safeguarding Board.
- The launch of a new Regional Social Care Workforce Board.
- The delivery of a Population Needs Assessment.
- Preparation of new SSWB Act related qualitative surveys issued to 2,678 citizens.
- New assessment and care management tool.
- SSWB Act related training delivered to 1,183 attendees across Cardiff and the Vale of Glamorgan.



## Corporate Safeguarding Board

The Corporate Safeguarding Board was established in March 2015 and includes senior representation from all Directorates to ensure that all public facing services integrate safeguarding awareness into their operations. The Board is not concerned with operational practice in Social Services or schools but aims to promote effective cross Directorate safeguarding practice particularly in terms of information sharing and data collection, front-line operational awareness, staff training and the vetting and barring of staff who have significant or unsupervised contact with vulnerable adults or children.

The 2016/17 work programme focused on implementation of the proposals listed below. Work did not progress as effectively as the committee hoped, but the arrival of a new Operational Manager for Safeguarding and her more effective and active leadership is already accelerating the committee's agenda; it is expected that 2017/18 will see more tangible progress. A separate Annual Report of the work of this Board is due for consideration by Cabinet.

### 2016/17 Work Programme

- Disclosure and Barring Service (DBS) checks - authorisation and implementation of the requirement to ensure that all staff who are legally required to be checked will be checked, that those checks are only carried out according to the DBS check criteria, and requirements for checks on School Governors.
- Training – development of e-learning, a DVD and training for Members.
- Performance monitoring – implementation of a set of performance indicators and an information return.
- Communication and engagement – to ensure that all employees of the Council will understand their responsibility and what is required of them.

In 2017/18 the Board will be focusing on:

- Relaunching a new Safeguarding learning e-module for all staff in the authority.
- Providing new Members Safeguarding training.
- Launching a Corporate Safeguarding Policy.
- Staff communication and engagement actions, including briefings to ensure staff recognise their duties to report and are aware of the above policy and training.
- Audit safe employment processes to ensure compliance (e.g. DBS process).



# 15. ACCESSING FURTHER INFORMATION AND KEY DOCUMENTS

Further information can be obtained from the following sources:

Page 9	<a href="#">Care and Social Services Wales Inspection Reports</a>
Page 9 & 33	<a href="#">Wales Audit Office Review of Delayed Transfers of Care – Cardiff and Vale Health and Social Care Community</a>
Page 29	<a href="#">Early Help Strategy</a>
Page 46	<a href="#">Cardiff and Vale Dementia Plan</a>
Page 70	<a href="#">Population Needs Assessment report</a>
Throughout	<a href="#">Performance Indicator Guidance for 2016/17</a>
	<a href="#">Corporate Performance Reports</a>
	<a href="#">Scrutiny Reports</a>
	<a href="#">Corporate Parenting Committee Advisory Board Reports</a>

My Ref: Scrutiny/Correspondence/MJH

20<sup>th</sup> July 2017

Councillors Graham Hinchey and Susan Elsmore  
Cabinet Members  
c/o Room 520  
County Hall  
Cardiff  
CF10 4UW



Dear Graham and Susan

**Joint Children & Young People and Community & Adult Services Scrutiny Committee – 19 July 2019**

On behalf of the Members of both Committees, I would like to thank Graham and the officers for attending the joint meeting on 19 July 2017. The Committee was sorry to hear that Councillor Elsmore was unable to attend and I hope you returned home safely after the delay.

The Committee welcomed the opportunity to review the Draft Cabinet report prior to its consideration at Cabinet on 27 July 2017. During the way forward section of the meeting the Members considered the information in the report, comments made during the consideration of the briefing, together with answers to their questions, and agreed to provide you both and Officers with the following advice, comments and recommendations for consideration prior to Cabinet approving the report.

**Responsibilities of the Director of Social Services**

As this was a meeting of the Joint Committee meeting, the Members took the opportunity to assess the effectiveness of the Directors responsibilities. The Members were happy with Directors explanation of his responsibilities, however they did express some surprise that the protocol with the Head of Paid Service (Chief Executive) had not yet been agreed, the Committee requested that it be presented to Committee prior to it being approved by Cabinet.

**Annual Report Content**

The Joint Committee noted that this was a new format for the Annual Report and felt that it was too long and technical. The Committee supported the Director's concerns on the format and looked forward to hearing the outcome of his discussions around

an amended format for the future. The Committee agreed a number of comments and concerns for consideration for future reports:

- The Committee felt that the report did not clearly reference the challenges that had been so eloquently highlighted by the Director, and asked that next year's version should reference them.
- The Committee also felt that this version would not be easy for the Public or Young People to read and understand. The Committee suggested that an executive summary should be produced, that is more readable for the Public and Young people.
- The Committee stated that the preventative agenda, needs to start as early as possible, before social services becomes involved, as a result the report must reflect the work of other agencies in supporting the preventative actions.
- The Committee was disappointed to hear about the lack of engagement by the third sector in the consultation process, the Members noted the actions that had been taken and suggested that maybe it would help if future engagement could be more creative.
- The Committee expressed some concern around the provision of bilingual services. They noted the difficulties in recruiting Welsh speakers and agreed that the Social Worker advert must be reviewed. The Members requested an analysis of the demand for services across all languages, so that they can further assess the situation.
- The Committee considered that the section numbering was not clear and that sections 5 to 10 and sections 12 to 14 were actually subsections of 4 and 11 and should be listed as such.

Finally the Committee recommended that the report must, in future, include more comparative data so that it clearly highlights progress being made to improve services and support.

### **Children's Services and Adult Services**

The Joint Committees welcomed the opportunity to be briefed on the operation of the Directorate and gain an understanding of the challenges that it faces. The Members also used this information to help identify issues for consideration during the development of their work programme.

The Committee appreciated the Directors analysis of the key challenges faced by the Directorate, being: Demand, Sustainability, Complexity, Workforce, Partnerships and new models of working. This the Members felt would help focus their work programme items.

The Committee also welcomed the Directors explanation of the Signs of Safety model, and noted that the model was already being used by other Local Authorities. The Members recommended that officers should contact those Authorities using the model to learn from their experiences. The Committees also asked for a further briefing on this model in the near future at both Committees.

I hope that the comments, advice and recommendations detailed above will be of use and support in improving outcomes in Social Care. The Joint Committee looks forward to receiving the requested information listed above together with a positive response to this letter within the next month.

To summarise, this letter requires a response as it contains the following recommendations, suggestions and requests for information.

The Committee recommends that:

- A draft copy of the Director of Social Services protocol with the Head of Paid Service be present to Committee, before consideration by Cabinet;
- The Challenges facing the Social Service be clearly highlighted in future Annual reports;
- A public and young person's version be produced;
- That stakeholders involved early year preventative work should be referenced in the report
- That consultation with the third sector needs to be more creative to ensure greater engagement;
- That the rolling advert for social workers need to be reviewed to encourage more welsh speakers to apply;
- Review the section numbering format of the Annual Report; and
- Include more comparative information to show progress.

The Committee also requested the provision of additional briefing papers to the Committees namely:

- An analysis of the demand for services by language; and
- A briefing paper on the Signs of Safety model, together with details of how Cardiff has learnt from other Authorities.

Finally the Committees wished to inform you of the following issues that will be included in their work programmes for this year:



**CARDIFF COUNCIL  
CYNGOR CAERDYDD**



**CABINET MEETING: 27 July 2017**

**BUDGET STRATEGY 2018/19 AND THE MEDIUM TERM**

**REPORT OF THE CORPORATE DIRECTOR RESOURCES**

**AGENDA ITEM: 4**

**PORTFOLIO: FINANCE, MODERNISATION & PERFORMANCE (COUNCILLOR  
CHRISTOPHER WEAVER)**

**Reason for this Report**

1. To consolidate and update the financial strategy of the Council in readiness for the preparation of the 2018/19 revenue and capital budgets.
2. To outline the timetable that the budget process will follow in order to present the 2018/19 Budget to Council in February 2018.
3. To provide an update in relation to the Council's financial resilience.
4. To update the Council's Medium Term Financial Plan (MTFP).

**Structure of the Report**

5. The following table provides a guide to the key sections of the Report. Appendix 1 provides a short overview of the Budget Strategy in a question and answer format.

<b>Section of Report</b>	<b>From Para</b>	<b>Detail included in section</b>
General Background	5	<ul style="list-style-type: none"> <li>• National Planning context</li> <li>• Welsh Government planning context</li> </ul>
Cardiff Context	14	<ul style="list-style-type: none"> <li>• Council's Priorities</li> <li>• Key Risks</li> <li>• Financial Resilience</li> </ul>
Budget Reduction Requirement	25	<ul style="list-style-type: none"> <li>• MTFP and budget reduction requirement</li> <li>• Updates since February 2017 Budget Report</li> <li>• Overview of key assumptions</li> </ul>
Budget Strategy	29	<ul style="list-style-type: none"> <li>• Approach to Budget Strategy</li> <li>• Summary of Budget Strategy</li> <li>• Future Work Programme</li> </ul>

Section of Report	From Para	Detail included in section
Consultation and Engagement	44	<ul style="list-style-type: none"> <li>• Consultation with the public, employees and other key stakeholders</li> </ul>
Capital Programme	46	<ul style="list-style-type: none"> <li>• Capital Programme</li> <li>• Borrowing &amp; Financial Resilience</li> <li>• Known Pressures</li> <li>• Developing the Investment Plan 2018/19 to 2022/23</li> </ul>

## General Background

### National Planning Context

6. The national context for this report is uncertain due to a combination of factors. These include the potential impact of the UK's exit from the European Union, the timing of the next UK Budget and the recent pressure on the UK Government to reconsider its existing policy in relation to public sector pay and ongoing financial restraint.
7. On 19 June 2017, the UK commenced negotiations regarding the terms of its exit from the European Union (EU). At this stage, it is too early to gauge the outcome of these negotiations, including in particular, the terms of any trade deal and the impact this may have on the economy. Having triggered the exit process, UK is due to leave the European Union by 29 March 2019 unless the 27 member states agree to extend this period. The terms of exit secured and their economic impact will need to inform future iterations of the council's MTFP and budget strategy.
8. In the weeks since the June 2017 General Election, there has been mounting pressure on the Government to ease ongoing financial restraint and to review the 1% cap on public sector pay. There were initial indications that the Chancellor may review this in the Autumn 2017 budget. However, subsequent clarifications have confirmed the Government's stance is that the 1% pay cap will remain in place until 2020, although it will consider the reports and recommendations of independent pay review bodies. The likely level of future pay awards and the extent to which these are funded, will need to be kept under close review as a small fluctuation in pay awards can have a significant impact on the MTFP.
9. The timing of the UK budget adds an additional level of complexity and uncertainty to the planning process for 2018/19. In the 2016 Autumn Statement, the Chancellor announced that following the Budget in Spring 2017, Budgets would be delivered in the Autumn. Whilst the date of this autumn's Budget has not yet been confirmed, it is reasonable to assume that it will take place in November or December comparable to the date of Autumn Statements in previous years. This means that the Provisional Financial Settlement for Welsh Local Government, usually published in October, will not reflect the Autumn Budget. If the latter holds any change for the Welsh Block Grant, Welsh

Government may need to revisit their own budget. It is therefore conceivable that the Final Settlement may be later than usual and with a greater element of change compared to the provisional settlement. The Council's outline budget timetable is included at Appendix 2 and will be kept under review in this regard.

10. The Chancellor's budget announcement in March 2017 set out the economic context based on figures produced by the Office for Budget Responsibility (OBR). The economic figures showed an improvement on November 2016 figures. Some of the main indicators from this statement were:-
  - Forecast growth of 2% this year and 1.6% in 2018; a revision upwards from the growth prediction of 1.4% in the November 2016 Spending Review
  - Inflation forecast to increase to 2.4% in 2017 (above the target rate of 2%), before falling back to 2% in 2018
  - National debt forecast to fall from 81.1% in 2017/18 to 77% of GDP in 2021/2022.
11. The OBR Report noted that risks to the global economic outlook remain significant, with the global oil market, outlook for US fiscal policy, the nature of trading arrangements agreed following the UK's departure from the EU, and the effects of sterling depreciation among the key sources of uncertainty. The OBR is required to base forecasts on stated government policy. This is far from straightforward with regards to ongoing negotiations around the UK's exit from the EU, as there is no meaningful basis for predicting the precise end-point of the negotiations for use in the forecast and there is considerable uncertainty about the economic and fiscal implications of different outcomes.

### **Welsh Government Planning Context**

12. The planning context at a Welsh level also presents elements of uncertainty and change over the medium term. Two notable areas are the devolution of tax powers to the WG over the next two years and the continued progression of Local Government Reform. With regards the latter, the consultation on WG's White Paper, Reforming Local Government: Resilient and Renewed, closed on 11 April 2017. There is a clear expectation that over the medium term, local authorities will consider where regional working may be appropriate along with the funding arrangements, such as pooled budgets, which regional working would entail. The Council's financial planning will need to factor in developments as further clarity emerges.
13. There are no indicative funding figures for Welsh Local Government for 2018/19 or beyond. The financial settlement for the current financial year reflected an average increase in Aggregate External Finance (AEF) of 0.2% across Wales, with individual Authority settlements ranging between -0.5% and +1.1%. Cardiff received an increase in AEF of 0.5%, which in cash terms equated to £2.3 million. However, the inclusion of new responsibilities within the overall funding envelope meant that the actual increase in spending power was £294,000. The settlement was for one year only with no indicative figures for 2018/19 and beyond.

14. In the absence of indicative AEF, the Council has assumed an annual funding reduction of 1% within the MTFP. However, the Council has a Financial Resilience Mechanism (FRM) designed to withstand an AEF reduction up to 1% worse than planned. The FRM is a £4 million base budget that was set up during the 2016/17 budget round in order to improve the Council's financial resilience over the medium term. The base budget is used annually for one-off investment so that it is available for immediate release in the event that AEF is worse than planned for in the MTFP. Once released, the FRM will provide no further mitigation in respect of subsequent settlements.

## Council Background

15. The Council approved its Corporate Plan for the period 2017-2019 in February 2017. With reducing funding and increasing demand for services, councils must be clear about their priorities. For Cardiff, the Corporate Plan 2017-19 identified these as:

- Better education and skills for all
- Supporting vulnerable people
- An economy that benefits all our citizens
- Working together to transform services

16. The Corporate Plan aligns with the Liveable City Outcomes, which in turn align with the national ambitions for Wales' wellbeing as defined in the Wellbeing of Future Generations (Wales) Act 2015. These core documents along with the recently published five-year policy programme, Capital Ambition, will form the strategic backdrop for the continued development of the 2018/19 budget and MTFP. Capital Ambition sets out the vision for Cardiff to become a leading city on the world stage, focussing on:-

- **Working for Cardiff** - making sure everyone who lives and works here can contribute to, and benefit from, the city's success
- **Working for Wales** - a successful Wales needs a successful capital city
- **Working for the future** - managing the city's growth in a sustainable way
- **Working for public services** - making sure that public services are delivered efficiently, effectively and sustainably in the face of rising demands and reduced budgets.

## Risk and Financial Resilience

### Risk

17. The risk assessment carried out as part of 2017/18 budget preparation identified a number of financial and operational challenges over the medium term. Whilst these risks all remain relevant, this report does not repeat the comprehensive list in full as many of the issues are covered in other sections. The following table and the next section on financial resilience summarise the key risks from a financial planning perspective.

Area	Key Challenges
<b>Demand Pressures</b>	<ul style="list-style-type: none"> <li>• Increased volume and complexity of demand in social services</li> <li>• Continuing pupil number growth</li> <li>• The potential impact of welfare reforms</li> </ul>
<b>Funding Uncertainty</b>	<ul style="list-style-type: none"> <li>• The absence of indicative AEF figures</li> <li>• The potential for negative redistributive impacts within the formula e.g. when specific grants transfer into AEF</li> <li>• General uncertainty in relation to specific grants.</li> </ul>
<b>Capital</b>	<ul style="list-style-type: none"> <li>• The increasing demands on the revenue budget of additional borrowing undertaken in previous years</li> <li>• Pressure placed on scarce resources by the condition of property and infrastructure assets,</li> <li>• The increasing financial exposure of the Council in relation to the development of the 21<sup>st</sup> Century Schools Band B Programme and Cardiff Capital Region City Deal</li> <li>• The potential for capital schemes predicated upon income generation failing to do so.</li> </ul>
<b>Other</b>	<ul style="list-style-type: none"> <li>• The expectation that inflation will remain at or above 2% over the MTFP period</li> <li>• Exceptional price inflation already being experienced in some areas as a result of National Living Wage and other pressures</li> <li>• The impact of BREXIT as terms of departure unfold</li> <li>• The implications of Welsh Local Government Reform and expectations for regional working</li> <li>• The pressure of delivering organisational change in conjunction with increasing demands on business as usual.</li> </ul>

18. These challenges undergo review as part of the financial monitoring process and through the Corporate Risk Register, and both Cabinet and Senior Management Team receive regular updates in this regard. The Council's Audit Committee also regularly review the Corporate Risk Register. Given the identified risks, care is taken to ensure that changes to service delivery and business processes do not have a negative impact on the financial control environment.

### Financial Resilience

19. The Council has approved a budget reduction requirement of £25 million for 2017/18, building on £105 million in the previous three years with a further £73.5 million requirement anticipated over the next three. In light of the scale of this financial challenge and in the context of the risks identified in the previous section, it is vitally important to undertake regular review of the Council's financial standing, risks and resilience. The development of a deliverable budget strategy is a key document in this regard.

20. Key challenges in respect of financial resilience include:-
- The need to deliver significant levels of savings during a period of prolonged financial austerity
  - The impact that delays to the delivery of savings proposals has on the budget monitoring position
  - The cumulative impact of achieving 2017/18 savings in addition to the unachieved 2016/17 savings which remain to be realised
  - The complexity associated with delivering the change required to continually reshape the organisation
  - The increasing ratio of capital financing charges to controllable revenue budgets as controllable budgets reduce, which impacts on the relative affordability of the capital programme.
  - Increasing level of demand for services.
21. The financial resilience snapshot included at Appendix 3 provides an overview of the financial health of the Council at the time of setting the Budget Strategy for 2018/19. Financial snapshots are produced at intervals during the year and are designed to provide a rounded overview of the Council's financial resilience through consideration of past, present and future information. The current snapshot reflects the draft Statement of Accounts 2016/17, the 2016/17 Outturn Report, the risk profile of 2017/18 savings and the budget strategy reflected within this report.
22. The first column of the snapshot is backward looking and contains information in relation to the Council's Reserves. Reserves are an important part of financial resilience as in times of uncertainty they provide a financial cushion. They can also help ensure a healthy cash position. The unaudited statement of accounts show that the level of the Council's General Reserve is £14.3 million. Whilst this is a decrease of £1 million since last year's position, this was a planned reduction approved as part of the 2016/17 Budget. The Council's General Reserve stands at 2.4% of its net revenue expenditure. Whilst 2016/17 comparator information is not yet available, this remains below the Welsh average as at 31 March 2016.
23. The snapshot shows an increase in earmarked reserves in 2016/17, which now stand at 10% of the revenue budget. Part of the increase relates to a new £2.5 million strategic budget reserve created in order to assist the Council with the challenging budgetary situation over the medium term. This reserve will be drawn down to assist with budget strategy over the next three years as described later in this report. An increase in the Employee Changes Reserve was another contributory factor to the overall increase in earmarked reserves. The transfer to Employee Changes Reserve was in line with the financial model for redundancy that seeks to move to a position whereby 50% of annual redundancy costs are funded from the base budget with 50% from reserves. The move towards this model enabled a significant reduction in the redundancy budget for 2017/18 with a further reduction planned in 2018/19.

24. The second column of the snapshot outlines the 2016/17 outturn position and the level of savings achieved in 2016/17. Whilst the Council's outturn for 2016/17 came in as balanced overall, the position at directorate level was an overspend of £7.6 million which was offset by the Council's general savings contingency which stood at £4 million in 2016/17, along with other underspends in corporate areas such as redundancy and insurance. Within the 2016/17 outturn position, £6.5 million of 2016/17 savings were unachieved. The delivery of delayed savings in addition to those included in the 2017/18 Budget is a key area of risk that will be monitored closely as the current financial year progresses. The 2017/18 Budget sought to improve the risk associated with the 2016/17 position through the write out of £1.073 million of prior year savings deemed to be unachievable, and through realigning particular pressures in relation to Social Services, which were the most significant factors in the £7.6 million directorate overspend. Monitoring of savings has already commenced in the current year with regular consideration at Senior Management Team and timetabled for discussion with Cabinet Members.
25. The final column summarises the contents of this report and the future financial challenge. The two preceding columns add additional context to the scale of the challenge ahead. The local affordability indicator at the bottom right of the snapshot indicates that the proportion of the Council's net budget spent on servicing debt is set to increase over the medium term. It is of note that the indicator is based on the existing capital programme, with no new schemes. This issue is revisited in the capital section of the report.

### **The MTFP Budget Reduction Requirement**

26. The 2017/18 Budget Report identified a budget reduction requirement of £27 million for 2018/19 and £81 million over the three-year MTFP period. The £81 million is a base case scenario predicated upon the Council receiving Welsh Government funding decreases of 1% each year.
27. As part of robust financial planning, the MTFP undergoes regular refresh to reflect the most recent information. For the most part, the refresh undertaken during the first quarter of 2017/18 has either confirmed the assumptions that are already included within the MTFP, or gives no reasonable basis to depart from them at this stage. In these and other areas, further review will be required as the year progresses. The elements of the MTFP that have been updated as part of review during the first quarter are:-
- Particular areas of exceptional price inflation
  - Assumptions regarding potential specific grant reductions
  - Incremental salary drift for non-teaching staff
  - The level of emerging financial pressures for 2018/19
28. These updates have had the effect of reducing the 2018/19 gap to £23.5 million and the three-year position to £73.5 million as set out below.

	Medium Term Budget Gap			
	2018/19 £000	2019/20 £000	2020/21 £000	TOTAL £000
Schools Growth	6,727	8,993	6,556	22,276
Pay and Price Inflation	5,418	4,885	4,471	14,774
Capital Financing, Commitments & Realignment	576	1,276	2,658	4,510
Non Schools Demographic Growth	3,538	3,350	3,350	10,238
Emerging Financial Pressures	1,500	3,000	3,000	7,500
Fall out of 2017/18 Reserve Funding	1,500	0	0	1,500
Estimated 1% funding reduction	4,282	4,237	4,195	12,714
<b>TOTAL</b>	<b>23,541</b>	<b>25,741</b>	<b>24,230</b>	<b>73,512</b>

29. The following table includes additional detail on the pressures included within the above table and summarises the key assumptions that underpin them.

Plan Area	Pressures covered and key assumptions
Schools Growth	<ul style="list-style-type: none"> <li>• <b>Pay award</b> - assumed at 1% for teaching and non-teaching staff in line with cap</li> <li>• <b>Incremental Drift</b> - the estimated cost of annual pay scale progression for teachers</li> <li>• <b>Teacher's Superannuation</b> – includes the anticipated effect of employer's contribution rates as a result of changes to the discount rate used to set employer's rates for unfunded public sector schemes</li> <li>• <b>Pupil Number Growth</b> - the estimated annual growth resulting from rising pupil numbers</li> <li>• <b>Other Growth</b> - growth that relates to needs pressures including complex needs enhancements.</li> <li>• <b>Non Domestic Rates</b> - to reflect anticipated increases in rateable valuations associated with the development of the schools estate</li> </ul>

Plan Area	Pressures covered and key assumptions
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Pay and Price Inflation	<ul style="list-style-type: none"> <li>• <b>Pay award for non-schools staff</b> - assumed at 1% in line with public sector cap</li> <li>• <b>Voluntary Living Wage</b> - assumed uplift pending announcement of rate in November 2017</li> <li>• <b>Employer's Superannuation</b> - the next planned step in employers' superannuation contribution rates (from 23.3% to 23.5%) as set out in the 2017/18 Budget Report. The plan also includes the full year effect of potential auto-enrolment take-up</li> <li>• <b>Exceptional price inflation</b> - generally, directorates are required to absorb price inflation within existing resources. However, the plan allows for specific fee uplifts in unavoidable areas.</li> </ul>
Capital Financing, Commitments & Realignments	<ul style="list-style-type: none"> <li>• <b>Capital Financing</b> - figures reflect the incremental cost of servicing debt based on the existing capital programme with no assumption of new schemes from 2017/18 onwards.</li> <li>• <b>Commitments and Realignments</b> – includes commitments in relation to finance for the Central Enterprise Zone, the full and later year effects of pressures identified as part of the 2017/18 budget process and anticipated specific grant fall out. Credit amounts included within this section reflect the fall out of budgets allocated in previous budgets rounds for a time-limited period and the realignment of the redundancy budget in line with the planned model.</li> </ul>
Non-Schools Demographic Growth	<ul style="list-style-type: none"> <li>• Most of the growth within this section of the plan is in the area of social services. As well as growth in numbers, this reflects increasing complexity of demand.</li> </ul>
Emerging Financial Pressures	<ul style="list-style-type: none"> <li>• In the interests of financial resilience, the plan includes £1.5m in 2017/18 and £3m per annum thereafter in recognition that it is impossible to foresee all issues and that in reality additional burden may arise as the MTFP progresses. The figures will undergo review as the MTFP rolls on.</li> </ul>
Fall out of 2017/18 Reserve Funding	<ul style="list-style-type: none"> <li>• The 2017/18 budget included £1.5 million use of reserves. The plan reflects the fall out of this sum in 2018/19. Appropriate use of reserves for 2018/19 and beyond is covered in a later section of this report.</li> </ul>
Estimated 1% funding reduction	<ul style="list-style-type: none"> <li>• Estimated annual reduction in AEF in the absence of indicative figures</li> <li>• As part of strengthening financial resilience in the 2016/17 budget, a financial resilience mechanism was established to assist with funding settlements being worse than anticipated, which would cover a further 1% (in one year but not annually)</li> </ul>

### Approach to Budget Strategy

30. Two years ago, in preparation for the 2016/17 Budget, the Council undertook a detailed three-year analysis of budgets. This work provided an outline savings framework for Budget Strategy over the period to 2018/19 and proved a solid foundation from which to take forward the 2016/17 and 2017/18 budgets. This work has undergone incremental refresh and roll forward at regular intervals during the interceding period, but two years on it is timely for the Council to pause and reset this work, taking stock of the challenges on the medium term horizon with a new administration.
31. A significant amount of work has taken place since the February 2017 Budget Report in respect of budget strategy and financial planning. To date this has focussed predominantly on the 2018/19 position. All aspects of the budget have

undergone review with particular focus on Schools, Social Services, and capital financing. Collectively these areas, which are all under significant aspects of price and demand pressure, account for 70% of the Council's net budget. A robust 2018/19 position is key to providing a solid foundation from which to take forward work to shape the later years of MTFP strategy scheduled for the autumn and this has been the focus during the early part of this financial year.

### **Budget Strategy to address Medium Term Reduction Requirement – Updated**

32. The Budget Strategy is framed around four overarching assumptions:-
- Council Tax Increases
  - Use of Reserves
  - Cap on Schools' Growth
  - Savings Requirements
33. These assumptions have been reviewed as part of the approach referred to in the previous section. At this stage, two assumptions remain unchanged. The first relates to council tax increases which are retained at 3.7% per annum within the MTFP, and the second relates to the cap on (non-pupil number) schools growth, which is retained at 30% per annum. These assumptions will be kept under review as the budget process progresses and further clarity emerges around key unknowns.
34. The 30% cap on schools will not result in a reduction in the current level of schools budgets. Within the plan, schools would receive £17.7 million additional budget over the next three years. The cap reflects schools contributing to the Budget Strategy by managing 30% of their emerging pressures within their existing budgets. This is with the exception of increasing pupil numbers, which would continue to be fully-funded.
35. The updated strategy contained within this Report increases the annual draw-down from earmarked reserves to support the budget from £1.5 million to £2.35 million. The additional £850,000 per annum will be met from the strategic budget reserve that was created as part of 2016/17 outturn to assist with the challenging medium term financial position.
36. Collectively, the budget strategy assumptions already outlined in respect of council tax, cap on schools growth and use of earmarked reserves contribute £21.5 million towards a £73.5 million budget gap. This leaves £52 million to address through savings over the next three years, of which £15 million fall in 2018/19. The challenge of achieving ongoing savings of this level, based on the history of savings outlined in earlier sections of the report should be noted.
37. As already noted, work over recent months has focussed predominantly on the 2018/19 position. The output of work to identify savings is summarised in the next table in a thematic format. Over the summer, directorates will work to refine 2018/19 proposals, undertaking additional due diligence in readiness for public consultation later this year.

38. Whilst the table also includes savings in a thematic format for 2019/20 and 2020/21, at this stage these are much more loosely defined than for 2018/19, and a detailed piece of work will take place over the autumn to develop these. It is important to note therefore, that for later years, the strategy depicts a direction of travel that will require further challenging work over coming months to result in a fully defined set of savings proposals. As part of this detailed work, the other budget strategy key assumptions will also need to be kept under review in order to ensure that, based on the developing detail, the strategy reflects an appropriate balance of risk, resilience and impact across its constituent parts.

### Summary Overview

39. The table on the next page draws together the detailed consideration of all aspects of Budget Strategy set out in earlier sections into a summarised overview.

<b>Estimated Budget Reduction Requirement</b>	<b>2018/19 £000</b>	<b>2019/20 £000</b>	<b>2020/21 £000</b>	<b>TOTAL £000</b>
Schools Growth	6,727	8,993	6,556	<b>22,276</b>
Pay and Price Inflation	5,418	4,885	4,471	<b>14,774</b>
Capital Financing, Commitments & Realignment	576	1,276	2,658	<b>4,510</b>
Non Schools Demographic Growth	3,538	3,350	3,350	<b>10,238</b>
Emerging Financial Pressures	1,500	3,000	3,000	<b>7,500</b>
Fall out of 2017/18 Reserve Funding	1,500	0	0	<b>1,500</b>
Estimated 1% funding reduction	4,282	4,237	4,195	<b>12,714</b>
<b>Budget Reduction Requirement</b>	<b>23,541</b>	<b>25,741</b>	<b>24,230</b>	<b>73,512</b>

<b>Strategy to Address Budget Reduction Requirement</b>				

<b>Budget Strategy Assumptions</b>				
Cap on Schools Non-Demographic Growth @ 30%	1,416	1,902	1,245	<b>4,563</b>
Council Tax at 3.7%	4,686	4,860	5,040	<b>14,586</b>
Use of Earmarked Reserves*	2,350			<b>2,350</b>
<b>Total Assumptions</b>	<b>8,452</b>	<b>6,762</b>	<b>6,285</b>	<b>21,499</b>
<b>Directorate Savings</b>				
Business Processes including Digitalisation	4,446	2,844	3,728	<b>11,018</b>
Income / Commercialisation	2,122	3,100	2,692	<b>7,914</b>
Collaboration	759	3,847	1,507	<b>6,113</b>
Prevention and Early Intervention	1,400	1,986	2,012	<b>5,398</b>
Review of Third Party Spend	4,152	4,248	4,371	<b>12,771</b>
Service Reduction / Removal	2,210	2,954	3,635	<b>8,799</b>
<b>Total Directorate Savings</b>	<b>15,089</b>	<b>18,979</b>	<b>17,945</b>	<b>52,013</b>
<b>Total Strategy to Address Gap</b>	<b>23,541</b>	<b>25,741</b>	<b>24,230</b>	<b>73,512</b>

\* This reflects £2.35m use of reserves per annum, with a total of £7.05m drawn down over the MTFP period

### Medium Term Financial Plan Scenario Analysis

40. The base case scenario is underpinned by an assumption of annual AEF reductions of 1%. A sensitivity analysis undertaken around some of the key variables of the plan to consider a worse-case scenario considered:-

- The possibility of an annual AEF reduction of 2% compared to the 1% included in the base case
- A more pessimistic outcome of the impact of the change in discount rate on Teacher's Employers Contribution rates
- Annual pay awards of 2% for all staff compared to the 1% within the base case

<b>Worse Case Scenario</b>	<b>2018/19 £000</b>	<b>2019/20 £000</b>	<b>2020/21 £000</b>	<b>TOTAL £000</b>
<b>Base Case MTFP Position</b>	<b>23,541</b>	<b>25,741</b>	<b>24,230</b>	<b>73,512</b>

<b>Changes:</b>				
AEF	4,282	4,237	4,195	<b>12,714</b>
Pay Award	2,760	3,435	3,470	<b>9,665</b>
Pensions Issues - actuarial	0	1,900	0	<b>1,900</b>
<b>Revised MTFP Shortfall</b>	<b>30,583</b>	<b>35,313</b>	<b>31,895</b>	<b>97,791</b>

41. One key risk across the life of the MTFP is the level of pay awards. The MTFP extrapolates the general theme of restraint in respect of public sector pay over the medium term. However, with economists and other financial analysts predicting that inflation will hit 2% - 3% in the next two years, higher than it has been for many years, it is reasonable to assume there may be upward pressure on pay increases. As noted earlier in the report, removal of the public sector pay cap is an area that has received much press coverage in recent weeks. The table above shows that annual pay awards of 2% for all staff would add £9.7 million to the MTFP. In recent days, the Department for Education recommended that the teachers' pay award remain at 1% for the year from September 2017, so the risk of a 2% award has been pro-rated for 2018/19.
42. A 1% annual fluctuation in AEF has the biggest impact on the base case MTFP, adding £12.7 million to the estimated budget reduction requirement. Release of the Council's FRM would immediately mitigate this sum by £4 million. This would remove the opportunity for further one-off investment through the FRM and there would be no additional benefit for future years beyond 2018/19.
43. The worse case scenario models the potential for employers' contributions rates in respect of teachers' pensions to increase to 20% over the medium term, higher than the increase from 16.48% to 18% that is included within the base case MTFP. Commentators advising academy schools in England in relation to potential risk factors over the medium term have suggested that the rate could increase to 20% over this period. This issue will require careful monitoring as it largely depends upon a discount rate, which is a factor of the inflation rate, and which will therefore be changeable over this period.

### Other Known Unknowns

44. A number of "known unknowns" are being monitored in relation to the MTFP period. These are currently too uncertain to quantify but will require close scrutiny over the next few months and years as many have the potential to be significant in terms of amount. These include:-
- NJC proposal to review pay-scales in conjunction with employers as a result of NLW changes
  - The terms agreed as part of the UK's exit from the European Union and their impact on the economy
  - Specific projects to be agreed as part of CCRC arrangements
  - The 21<sup>st</sup> Century Schools Band B programme – overall quantum and funding arrangements

- Any new capital schemes or increases in expenditure on asset maintenance and their impact on revenue
- The impact of WG's devolved income tax powers from 2019
- The impact of WG devolved powers for land transactions tax (replacing stamp duty) and landfill tax from 2018
- Local Government Reform in Wales and associated requirements for pooled budgets.
- The WG pilot on 30 hours childcare (from 12.5 hours) for children aged three and four
- The potential for the Office of Tax Simplification (OTS) to recommend modifications to the National Insurance system

### **Consultation and Engagement**

45. The Council places a high regard on being open and honest about difficult choices. In order to provide an opportunity for people to have their say on what is important to them and their communities, a detailed consultation on 2018/19 budget proposals will take place later in the Autumn once Provisional Settlement affords additional clarity to the funding position. Over the summer, the Ask Cardiff survey will pave the way for the detailed consultation through consulting on a number of budget themes. The proposed Budget Timetable Framework for 2018/19 is included at Appendix 2. Throughout this period, involvement and consultation will take place with Cardiff Citizens, the third sector, School Budget Forum, Scrutiny Committee, Audit Committee and Trade Unions.

### **Employee Engagement**

46. Employee engagement at all levels within the organisation continues to be given high priority through a number of mechanisms including frequent directorate-led roadshows, dissemination of the core brief, the ambassador network and the launch of the staff app. The Council has in place various fora to engage directly and work with employees at all levels of the organisation. Employees will continue to receive briefings through these channels at all key stages of the budget process.

### **Current Capital Programme**

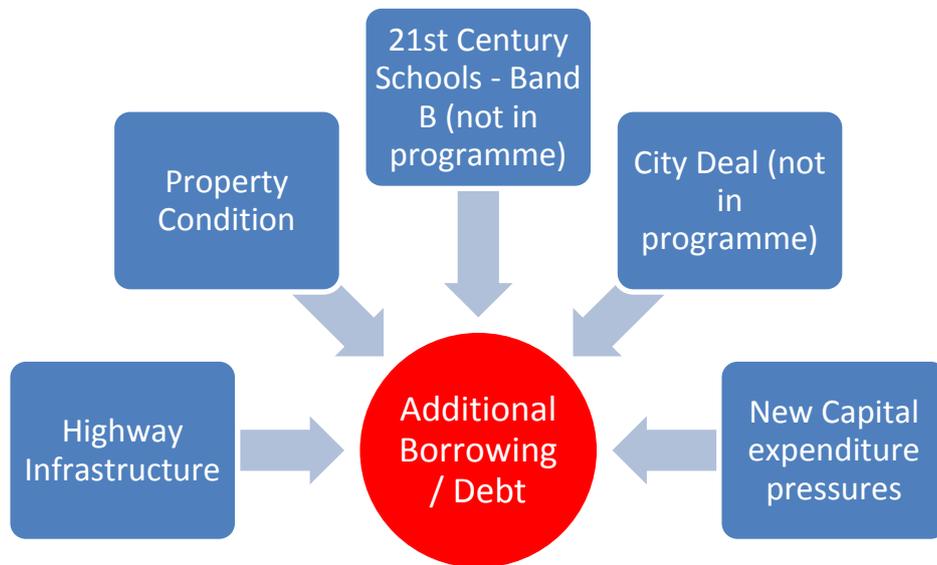
47. The Council sets a five-year rolling capital investment programme, updated annually. The level of General Capital support provided by WG as part of the annual settlement has decreased by 35% since 2010/11. Cardiff's allocation is the lowest per capita in Wales and is now insufficient to meet current annual sum commitments and indicative increases to such allocations. This means that the Council has an embedded borrowing requirement each year, even before new schemes or additional amounts are approved.



48. Additional borrowing to balance the capital programme has been limited to £10 million during each five-year period over the last two years. This represented a balanced position recognising the requirement for investment and the additional borrowing costs resulting from this in order to ensure that any borrowing is affordable, prudent and sustainable.

**Known Pressures**

49. Pressures on the need to borrow are arising from a number of sources



**21<sup>st</sup> Century Schools – Band B**

50. Band B of the WG’s 21<sup>st</sup> Century Schools Programme is due to commence from April 2019 and will run for 5 years until the conclusion of the 2024/25 financial year. WG have requested that local authorities provide an outline of their potential Band B requirements and work is currently being undertaken to identify and finalise the Council’s priorities. The focus of the programme is intended to be on the condition of assets and sufficiency of places and officers are working within these parameters.

51. The level of investment required from the Council is likely to be substantial and will have significant capital financing implications. As such, careful

consideration will be required as to the overall affordability of the capital cost envelope of the programme.

### **Building Property Condition**

52. The Council's annual sum allocation for properties is £4 million, split between schools (£2.7 million) and other properties (£1.3 million). The financial year 2016/17 saw some temporary school closures and disruption in respect of remedial electrical works. Whilst the Corporate Property Asset Management Plan recognises that various initiatives need to be undertaken to ensure a sustainable asset base and address a backlog of maintenance, there is a need to refresh property surveys to be able to understand the state of the estate and to develop a risk and evidence based approach to additional investment in determining priorities for existing budgets. The costs of these surveys were approved as part of the budget proposals in 2017/18.

### **Highway Network Assets**

53. Highway network assets include carriageways, footpaths, street lighting, bridges and traffic infrastructure. Current annual sum expenditure on these items is £3.2 million. Whilst it is recognised that delaying investment increases future costs of treatment, any additional investment towards a steady state, where the condition of the assets is no better or worse than current, also needs to be on the basis of an approved highway asset management plan. This will also require an understanding of the state of the network and to develop a risk and evidence based approach to additional investment and in determining priorities for existing budgets.

### **City Deal**

54. The Council's contribution to the Investment fund of £120 million is £28 million and secures HM Treasury Grant of £375 million over 25 years for the Region. Given that detailed proposals are yet to be determined, the Council's commitment is not currently included in the Capital programme, but is modelled to be paid for by additional borrowing.

### **Other**

55. Whilst the focus of investment will be on existing assets, it is also important to recognise that there may be other unavoidable commitments that the Council needs to support, after consideration of all other funding options. These items and the timing of any such implementation would need to be carefully considered when prioritising the investment programme.

### **Borrowing and Financial Resilience**

56. The Council's Capital Financing revenue budget includes the costs of interest and a provision for debt reduction. The latter is based on WG guidance and the Policy approved by Council as part of the budget. Based on assumptions included in the 2017/18 budget, this is forecast to increase from £34 million in

2017/18 to £37 million by 2020/21 and is now larger than some directorate net expenditure budgets.

57. The proportion of the Council's net controllable budget that is spent on servicing debt has increased over recent years.

<b>Capital Financing Costs expressed as percentage of Controllable Budget</b>			
	<b>2011/12 Actual %</b>	<b>2021/22 Estimate %</b>	<b>Difference 11/12 – 21/22 (%)</b>
Net capital financing Budget	13.47	18.32	36.01
Gross capital financing budget	15.17	23.19	52.87

58. Capital receipts are important and serve to increase the affordability of the Capital Programme. In 2018/19, the first call on capital receipts up to £1 million will be to pay for Capital programme commitments. However most capital receipts are currently earmarked for specific schemes.
59. Significant areas of capital expenditure on 21<sup>st</sup> Century Schools Programme (Band A) and the Cardiff Enterprise Zone, including the Transport Interchange, are assumed to be paid for from the disposal of assets. Incurring expenditure prior to receiving the proceeds of any such receipts represents a significant risk to borrowing and will need to be a consideration in view of affordability and timing of expenditure on these schemes.
60. Borrowing has long-term financial consequences and costs span generations. Affordability of capital investment must have regard to the Council's responsibilities for the Wellbeing of Future Generations (Wales) Act 2015. Accordingly, previous advice for development of the budget strategy in terms of the capital programme remains even more relevant for members to consider when developing the investment plan.

*“Particular Attention needs to be given to the medium and long term impact of additional borrowing on the Council’s revenue budget, as it is clear that continuing to increase levels of additional borrowing within the General Fund is not consistent with the significant level of savings to be found”.*

*“Within this financial climate of reducing revenue resources all action necessary must be taken to reduce both initial capital expenditure and the subsequent need to borrow.” – S151 Officer*

### **Developing the Investment Plan 2018/19 to 2022/23**

61. In formulating the five-year Capital Programme for 2018/19 to 2022/23, it is clear that there are pressures for investment, but affordability is a significant risk, both now and in the future. Additional borrowing has been limited to £10 million over each five year period during the last two years and even sustaining this requires a fundamental review of how new and existing pressures can be afforded as part of a long term investment strategy.

62. The approach to developing the investment priorities in the capital programme between 2018/19 to 2022/2023 will be as follows:-
- Directorates to consider whether existing commitments can be reduced / deferred
  - Any new funding bids for this iteration of the 5 year capital programme will focus on Asset Renewal only and :-
    - be evidence based
    - be risk prioritised
    - have considered all alternative solutions for funding and achieving the same outcome before request for council funding
    - demonstrate value for money in expenditure and approach to delivering outcomes
  - Any new capital expenditure pressures that do not relate to existing assets that are to be retained in the long term, need to be considered in the context of external funding or robust invest to save business cases.

### **Reasons for Recommendations**

63. To seek Cabinet approval for the budget strategy in respect of 2018/19 and the MTFP.
64. To note the Budget Timetable Framework and forward this to Council for approval.

### **Legal Implications**

65. It is the responsibility of the Cabinet to receive financial forecasts and develop a medium term financial strategy with a view to proposing a Budget for the Council to approve. The report highlights the seriousness of the financial challenges ahead. As stated in the body of the report, it is important that members take note of the statements made by the Section 151 Officer in this regard.
66. There are no general legal issues arising from the report. Specific legal issues will be addressed as part of the proposed budget preparation.
67. The report provides that the proposed Budget Timetable framework for 2018/19 will make provision for consultation. It is important to note that consultation raises the legitimate expectation that any feedback received from the consultation will be taken into account in developing the proposals consulted upon.
68. In considering this matter and developing the budget proposal regard must be had to the Council's duties under the Equality Act 2010 and appropriate steps taken to ensure that i) the Council meets the requirements of the Public Sector Equality Duties; and ii) due regard as been / is taken of the likely impact of decisions in terms of equality and discrimination.

## **Financial Implications**

69. The report sets out the Budget Strategy for 2018/19 and the medium term. It is written during a period of prolonged financial constraint and with significant planning uncertainty, both at a national and Welsh level. The absence of indicative funding settlements for future financial years continues to prove problematic from a financial planning perspective. Ongoing budget reductions of the scale required to achieve a balanced position require appropriate lead in times and implementation in a planned and rational way. The change in timing of the UK's budget from Spring to Autumn has the potential to cause additional uncertainty around the 2018/19 financial settlement.
70. The Council has identified £105 million in savings over the past three years and £17 million in the current year. Building on this, the current strategy indicates that savings will contribute £52 million towards the £73.5 million budget reduction requirement over the next three years. Achieving ongoing savings of this scale is extremely challenging. It requires further organisational change, exploration of preventative measures and the adoption of more commercial approaches in untested markets. In challenging change environments such as these, careful monitoring of financial controls and financial resilience is key.
71. The financial resilience snapshot at the time of this report shows that reserves have increased during 2016/17. This improves the Council's financial resilience generally, as reserves provide a financial cushion, but also more specifically in that one of the reserves created as part of 2016/17 outturn was to assist with the challenging medium term position and is used as part of this budget strategy. Whilst the 2016/17 outturn position was balanced overall, there was an overspend of £7.6 million at directorate level which was offset by the £4 million general contingency and underspends in corporate areas such as insurance and redundancy. Delivery of delayed 2016/17 savings in addition to planned 2017/18 savings will require close monitoring and this has already begun.
72. The report sets out the strategy for addressing the budget reduction requirement. Collectively, a 30% cap on schools (non-pupil number) growth, a 3.7% council tax increase and £2.35 million annual use of reserves will contribute £21 million to the £73.5 million budget reduction requirement, leaving a savings requirement of £52 million. Further refinement of 2018/19 savings will take place over the summer to allow work over the Autumn to focus on later years of the MTFP, which are currently more loosely defined. This work will need to consider the balance of risk, resilience and impact across the constituent parts of the strategy.
73. The report models a worse-case scenario of £30.6 million for 2018/19 and £97.7 million over the medium term. The main variables that contribute to this potential worsening are the potential for pay award of higher than 1% and the risk that funding settlement may be worse than a reduction of 1% per annum. In recent years, the likelihood of pay awards exceeding 1% was considered low. However, with inflation anticipated to rise and recent pressures on the UK Government to reconsider the public sector pay cap, this may be more of a

financial risk to the MTFP than in previous years. The Council has a financial resilience mechanism that would enable it to withstand one funding reduction of 1% worse than covered by the MTFP. Thereafter, funding reductions that deviate from 1% would require a review of the strategy.

74. The report sets out that the position in respect of capital is also challenging. Welsh Government support has fallen by 35% since 2010/11 and there are significant pressures on the capital programme, including maintaining the Council's property and highway infrastructure and addressing corporate priorities. Additional investment can only be funded through additional borrowing or through the disposal of assets. It is important to note that additional borrowing has affordability implications for the revenue budget. As revenue budgets reduce and capital financing costs increase, interest costs and debt repayments account for an increasing proportion of the revenue budget as evidenced by the affordability indicators included in this report.
75. The requirement to meet increasing costs associated with debt can only be met from future savings or from council tax increases. This clearly limits the scope for further additional borrowing in future years and reduces the Council's overall flexibility when making decisions on the allocation of its revenue resources. Additional borrowing is not sustainable in the long term and consideration must be given to prudential indicators, control mechanisms for different types of unsupported borrowing and core areas of investment.

### **HR Implications**

76. The report outlines the UK and Welsh contexts under which the budget is being set together with the continued financial challenges faced by the Council in balancing reducing finances with increasing demands. The Council will continue to review the shape and scope of the organisation and the way in which services are delivered and efficiencies achieved. New service delivery models will need to meet demand pressures and reflect budgetary realities alongside securing further efficiency savings through better collaboration and partnerships, integration of service delivery and reducing duplication of effort and resources.
77. Given the level of savings required in 2018/19 and beyond, it will be key that the savings proposals identified are robust and deliverable. The extent of financial challenge in a continued period of restraint will result in savings targets for controllable budgets which will be considerably challenging and will result in significant changes to how local government services are delivered. The availability of resources to support the delivery of these radical and sustained changes will be key.
78. Whilst it is not possible to provide specific HR implications on any changes at this time, it is clear that the ongoing budget difficulties will continue to have significant people implications associated with actions necessary to manage the financial pressures facing the Council. As service delivery proposals are developed, there will need to be consultation with employees (those directly and indirectly impacted) and the Trade Unions so that they are fully aware of

the proposals, have the opportunity to respond to them and understand the impact that the new model of service will have on them. Further and specific HR implications will be provided when relevant models are proposed. Any proposed reductions in resource levels will be managed in accordance with the Council's recognised policies for restructuring which include, where appropriate, redeployment and voluntary redundancy.

79. The Council's Voluntary Redundancy Scheme has been widely publicised to employees. Whilst those interested in leaving on this basis (with a post subsequently deleted) should express an interest to do so, a business case to support the exit will still need to be made and signed off. Flexible retirement continues to be another option available and a Sabbatical policy is in place as well as ability to request voluntary reductions in working hours. Redeployment, access to Cardiff Academy courses and access to the Trade Union Learning Representatives to support members and non-members with training and development to support new skill requirements will remain available. Additionally the purchase of Additional Annual Leave Policy remains in place and has provided the opportunity for employees (excluding those based in Schools) to buy up to an additional 10 days annual leave.
80. A Trade Union Partnership Meeting has been established and will meet on a monthly basis to facilitate early discussion with Trade Unions on key organisational proposals, with more detailed discussion continuing with employees and trade unions at local directorate level. It is essential that there continues to be appropriate consultation on proposals which are taken forward by the Cabinet. Many of these will have people implications which will need to be considered at an early stage in consultation with the Trade Unions and employees impacted.

## **RECOMMENDATIONS**

The Cabinet is recommended to:

- (1) Agree the budget principles on which this Budget Strategy Report is based including the use of a targeted approach to meeting the Budget Reduction Requirement both in 2018/19 and across the period of the Medium Term Financial Plan.
- (2) Agree that directorates work with the relevant Portfolio Cabinet Member, in consultation with the Corporate Director Resources and Cabinet Member for Finance, Modernisation and Performance Management to identify potential savings to assist in addressing the indicative budget gap of £23.5 million for 2018/19 and £73.5 million across the period of the Medium Term Financial Plan.
- (3) Agree that relevant bodies who raise precepts and levies on the Council be formally contacted to request that funding reductions are also fed into these settlements which should be in line with those it is expected that Welsh Government will impose in respect of local authority funding.

- (4) Delegate to the Corporate Director Resources in consultation with the Cabinet Member for Finance, Modernisation and Performance, the authority to identify an alternative budget reduction requirement upon receipt of further clarification in respect of Welsh Government funding.
- (5) Agree that any new capital investment approvals, to be funded by borrowing between 2018/19 and 2022/23, will be only for asset renewal in relation to existing assets.
- (6) Delegate to the Corporate Director Resources in consultation with the Cabinet Member for Finance, Modernisation and Performance, the authority to amend the Budget Strategy, if this amendment does not significantly depart from the underlying principles. Any requirement to significantly depart from these principles would require a further Budget Strategy Report to Cabinet.
- (7) Agree that the Council seeks expressions of interest from officers in respect of the voluntary redundancy scheme
- (8) Propose that Council agree that the Budget Timetable Framework set out in Appendix 2 be adopted and that in the intervening period that the work outlined is progressed with a view to informing budget preparation.
- (9) Agree that there will be a two stage process in relation to consultation on 2018/19 proposals. This will commence with the Ask Cardiff Survey including a section on general budget themes, followed by more detailed consultation on 2018/19 proposals later in the Autumn, once there is further clarity on the 2018/19 funding position.

**CHRISTINE SALTER**  
**Corporate Director Resources**  
21 July 2017

*The following appendices are attached;*

Appendix 1 – Budget Strategy Frequently Asked Questions  
Appendix 2 - Proposed Budget Timetable Framework 2018/19  
Appendix 3 – Finance Snapshot – Financial Resilience

*The following Background information has been taken into account*

2017/18 Budget Report – February 2017

# Budget Strategy Report 2018/19 - Question and Answers

## Revenue Budget

### What is this about?

- This is a brief overview of the Council's July 2017 Budget Strategy Report which you can view in full online.

### What are things looking like?

- In two words, challenging and uncertain.

### What are the uncertainties?

There are many, but here is a flavour:-

- The general grant we receive from Welsh Government (WG) accounts for 75% of how we fund our budget and we won't know the level of this grant until at least October.
- There is a UK budget in the autumn – previously these have been in the spring.
- BREXIT - what terms will be secured and how will they impact the economy?
- Local Government Reform in Wales – WG will expect Local Authorities to consider appropriate regional working but we don't fully know what that will look like yet.

### What are the challenges?

Again, there are many but here is an overview:-

- The Council is still facing significant cost pressures over the next few years. These pressures are partly price related, e.g. pay awards and external providers increasing their prices. They are also demand related, for example, increasing pupil numbers and the much publicised pressures on social services that are being experienced across the UK. In addition, we believe that funding will continue to reduce but don't know by how much.
- The combination of funding reductions and financial pressures is what creates the "budget gap" - this is how much we have to find to balance the books.
- Every year, balancing the books becomes harder because so much of the budget has already been reduced - £105 million savings have been made over the past three years alone.
- Two areas of the budget that are under demand pressure – schools and social services – account for 65% of the Council's budget. This means the squeeze on other areas is even harder.

### How much is the Budget Gap?

- The budget gap is estimated to be £24 million in 2018/19 and £74 million over the next three years.

2018/19 £m	2019/20 £m	2020/21 £m	Total £m
24	26	24	74

### So what is the Strategy to address the gap?

- The four things we can essentially do to address the gap are 1) increase council tax 2) use reserves 3) limit schools growth 4) make savings.
- Developing the strategy is about deciding the right mix - to do this we need to balance the Council's priorities as set out in the Corporate Plan and Capital Ambition document, with risk and the Council's long term financial resilience.
- This is the strategy as outlined in the Budget Strategy Report:-

	2018/19 £m	2019/20 £m	2020/21 £m	TOTAL £m
<b>Budget Strategy</b>				
Limit Schools Growth - @ 30%	1.4	1.9	1.2	4.5
Council tax at 3.7%	4.7	4.9	5.0	14.6
Use of Earmarked Reserves	2.4			2.4
Savings	15	18.9	17.9	52
<b>Total Strategy</b>	<b>24</b>	<b>26</b>	<b>24</b>	<b>74</b>

£7.2m in total over 3 years

This is a cap not a cut. Schools will receive £17.7m

To be kept under review

### What is the approach to identifying savings?

- Two years ago, the Council undertook a detailed three-year analysis of budgets and this formed the basis of the 2016/17 and 2017/18 Budgets. This work has undergone incremental review and roll forward but it is time to pause, reset and refresh this work to take account of new challenges over the medium term with a new administration.
- Work so far this year has focussed on the 2018/19 position in order to provide a solid foundation from which to move forward and all aspects of the budget have undergone review.
- Although the strategy in the report covers 2019/20 and 2020/21, at this stage this is more loosely defined than for 2018/19, and a detailed piece of work will take place over the autumn to develop this out.

### How can I have my say?

- The Council is open and honest about the difficult choices it faces.
- Over the summer you can have your say by responding to budget-related questions in the "Ask Cardiff" survey.
- In the autumn, there will be a more detailed consultation, once there is a clearer picture of Welsh Government funding.

### **What if funding reductions are worse than planned?**

- There are no firm funding figures for 2018/19 and that is a key risk.
- We have assumed that funding will reduce by 1% and that is reflected in our budget gap.
- The Council could withstand a further 1% reduction by using a budget we would otherwise use for one-off investment. This was created in 2016/17 to protect the Council from future funding uncertainties.

## **Capital Programme**

### **What is capital?**

- Capital expenditure refers to acquiring or improving assets for the long term. The way the Council can fund this type of expenditure is different to revenue.
- The capital programme sets out what we will spend on capital and how we will fund it over a five year period

### **What is the picture on Capital?**

- Capital funding has reduced by 35% over recent years. This essentially means that to fund new capital spend, we must either sell existing assets or borrow. Borrowing places pressures on the revenue budget - debt must be repaid with interest.
- The need to maintain our buildings and highways as well as to address corporate priorities places pressure on the capital programme.

### **What is the strategy for Capital?**

- The strategy is to focus on looking after our existing assets – the need to spend must be evidence based and prioritised by risk.
- Any new capital expenditure pressures that do not relate to existing assets that are to be retained in the long term, need to be considered in the context of external funding or robust invest to save business cases.

### **What next?**

- We will continue to keep the budget gap under review – things change quickly and regular review is an important part of being prepared.
- General consultation during the summer will pave the way for a detailed consultation in the autumn.
- Over the summer, directorates will refine their work on the 2018/19 position.
- Focus will shift to updating the savings framework for 2019/20 and 2020/21 in the autumn.

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### PROPOSED BUDGET TIMETABLE FRAMEWORK 2018/19

Date	Budget Strategy
July 2017	Budget Strategy Report considered at Cabinet
July-September 2017	Directorates develop further detail on 2018/19 budget proposals
September	Budget Strategy Report considered at Council
October 2017	Provisional Budget Settlement received
October/ November 2017	Further work on later years of MTFP
November /December 2017	Consultation on draft budget savings proposals
December 2017	Cabinet approval of Council Tax Base
December 2017	Final Budget Settlement received
January 2018	Fine-tuning of budget proposals and consideration of medium term financial plans
February 2018	Approval of Corporate Plan and Budget

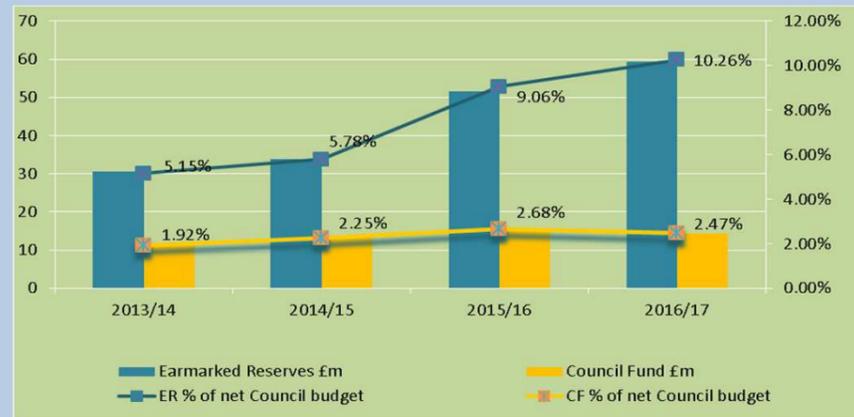
In addition, throughout this period there will be continued involvement and consultation with council tax payers, the grants sector, the Budget Forum, Scrutiny Committees, Trade Unions employees and statutory consultation with schools

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**FINANCIAL SNAPSHOT REPORT - BUDGET STRATEGY VERSION - JULY 2017**

The following tables, charts and figures give an indication of the financial resilience of the Council as per the Statement of Accounts.

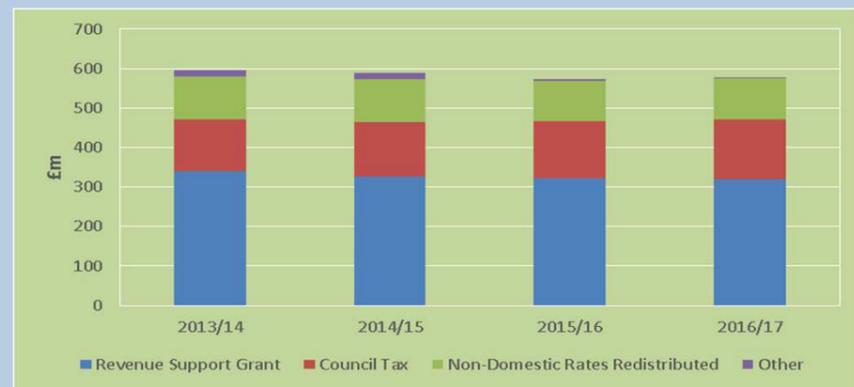
**Level of Council Fund (CF) and Earmarked Reserves (ER)**



**Cardiff Council Historic Cumulative Budget Savings**



**Actual Revenue Funding Split**



**Other Financial Indicators**

Indicator	2013/14	2014/15	2015/16	2016/17
Working Capital as a percentage of Gross Revenue Expenditure (%)	5.18%	5.13%	6.02%	7.21%
Usable Reserves as a percentage of Gross Revenue Expenditure (%)	6.43%	7.16%	10.31%	11.50%
Earmarked Reserves as a percentage of Gross Revenue Expenditure (%)	3.85%	4.28%	6.63%	8.00%
Unallocated/General Reserves to Gross Revenue Expenditure (days)	5	6	7	6
Long-term Borrowing to Long-term Assets (ratio)	0.25:1	0.24:1	0.35:1	0.35:1
Long-term Borrowing to Taxation & Aggregate External Finance	0.69:1	0.72:1	1.05:1	1.03:1

The tables below show the Outturn position for the 2016/17 financial year for both revenue and capital.

**Revenue Outturn Position**

Directorate	Net Expenditure Budget £000	Outturn £000	Variance £000	Variance %
City Operations	32,905	34,078	1,173	3.6%
Communities, Housing & CS	43,783	43,408	(375)	(0.9%)
Corporate Management	24,336	24,665	329	1.4%
Economic Development	13,120	13,095	(25)	(0.2%)
Education & Lifelong Learning	244,019	244,197	178	0.1%
Governance & Legal Services	4,771	4,541	(230)	-4.8%
Resources	19,845	19,680	(165)	(0.8%)
Social Services	146,286	153,031	6,745	4.6%
<b>Total Directorates</b>	<b>529,065</b>	<b>536,695</b>	<b>7,630</b>	<b>1.44%</b>
Capital Financing	35,310	34,790	(520)	(1.5%)
Discretionary Rate Relief	300	305	5	1.7%
General Contingency	4,000	0	(4,000)	(100.0%)
Summary Revenue Account etc.	9,486	6,736	(2,750)	(29.0%)
<b>Total</b>	<b>578,161</b>	<b>578,526</b>	<b>365</b>	<b>0.1%</b>
Funded by:				
Revenue Support Grant	320,291	320,291	0	0.0%
Non-Domestic Rates (NDR)	105,994	105,994	0	0.0%
Reserves and Balances	2,070	2,070	0	0.0%
Council Tax	149,806	150,171	(365)	0.0%
<b>Total Funding</b>	<b>578,161</b>	<b>578,526</b>	<b>(365)</b>	<b>0.0%</b>
<b>Net (Surplus) /Deficit for Year</b>			<b>0</b>	

**2016/17 Revenue Savings Achieved and Unachieved**



**Capital Outturn Position**

Directorate	Budget £000	Outturn £000	Variance £000	Variance %	(Under)/Overspend £000	Slippage £000
City Operations	27,708	19,966	(7,742)	(27.9%)	72	(7,814)
Communities, Housing & Customer Services	14,072	11,162	(2,910)	(20.7%)	0	(2,910)
Economic Development	10,160	20,754	10,594	104.3%	0	10,594
Education & Lifelong Learning	47,525	31,431	(16,094)	(33.9%)	(63)	(16,031)
Resources	2,830	1,163	(1,667)	(58.9%)	0	(1,667)
Social Services	575	350	(225)	(39.1%)	(100)	(125)
<b>Total</b>	<b>102,870</b>	<b>84,826</b>	<b>(18,044)</b>	<b>(17.54%)</b>	<b>(91)</b>	<b>(17,953)</b>

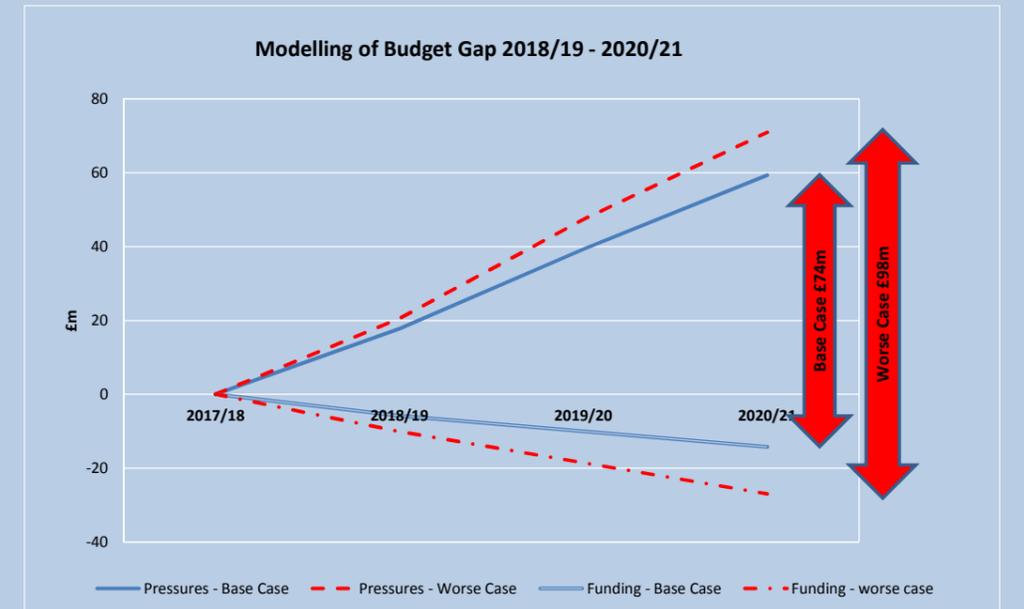
**Final Budget Proposals 2017/18 Risk Analysis - TOTAL SAVINGS £17m**



The tables below show the Medium Term Financial Plan (MTFP), the risks and affordability indicators facing the Council.

**MTFP Scenario**

	2018/19 £000	2019/20 £000	2020/21 £000	TOTAL £000
Financial Pressures	17,759	21,504	20,035	59,298
Funding Reductions	5,782	4,237	4,195	14,214
<b>Budget Requirement Reduction</b>	<b>23,541</b>	<b>25,741</b>	<b>24,230</b>	<b>73,512</b>
<b>Budget Strategy Assumptions</b>	<b>8,452</b>	<b>6,762</b>	<b>6,285</b>	<b>21,499</b>
<b>Total Savings Required</b>	<b>15,089</b>	<b>18,979</b>	<b>17,945</b>	<b>52,013</b>
<b>Total Strategy</b>	<b>23,541</b>	<b>25,741</b>	<b>24,230</b>	<b>73,512</b>



**Capital Expenditure & Capital Financing Requirement (CFR)**

	31 Mar 17 £000	31 Mar 18 £000	31 Mar 19 £000	31 Mar 20 £000
<b>Capital Expenditure</b>	<b>Actual</b>	<b>Estimate</b>	<b>Estimate</b>	<b>Estimate</b>
Council Fund (General Fund)	83,833	113,044	81,037	18,277
Housing Revenue Account	24,154	30,005	31,350	24,490
<b>Total Capital Expenditure</b>	<b>107,987</b>	<b>143,049</b>	<b>112,387</b>	<b>42,767</b>
<b>Capital Financing Requirement excl. Landfill</b>				
Council Fund CFR	450,552	475,777	472,458	462,450
Housing Revenue Account CFR	273,883	282,062	290,881	292,012
<b>Total CFR</b>	<b>724,435</b>	<b>757,839</b>	<b>763,339</b>	<b>754,462</b>

**Affordability Indicator - Capital Financing Costs as a % of Controllable Budget**

	2011/12	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	Difference 11/12-21/22
<b>Net</b>	<b>13.47</b>	<b>15.78</b>	<b>14.77</b>	<b>15.29</b>	<b>15.78</b>	<b>17.17</b>	<b>18.32</b>	<b>36.01</b>
<b>Gross</b>	<b>15.17</b>	<b>19.68</b>	<b>19.44</b>	<b>20.13</b>	<b>20.51</b>	<b>22.00</b>	<b>23.19</b>	<b>52.87</b>

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**CARDIFF COUNCIL  
CYNGOR CAERDYDD**



**CABINET: 27 JULY 2017**

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**CORPORATE RISK MANAGEMENT UPDATE - QUARTER 4  
2016/17**

**REPORT OF CORPORATE DIRECTOR RESOURCES  
AGENDA ITEM: 5**

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**PORTFOLIO: FINANCE, MODERNISATION AND PERFORMANCE  
(COUNCILLOR CHRISTOPHER WEAVER)**

**Reason for this Report**

1. To bring the Corporate Risk Register (CRR) to the attention of the Cabinet, in order to consider the strategic risks facing the Council.

**Background**

2. To support the arrangements for good corporate governance, it is necessary for the Council to have a clear statement of its overall position in relation to corporate risks, which is subject to regular review.
3. The CRR aims to identify the main risks facing the Council so that elected Members and Senior Management can make informed decisions and prioritise actions, with these risks in mind. The CRR process involves identifying and assessing key risks, and taking proportionate action to manage risks within an acceptable level (risk appetite).
4. A dedicated Member Risk Champion role has been in place for a number of years, which was performed by Councillor Hinchey for the year 2016/17. As Cabinet Member for Finance, Modernisation and Performance, Councillor Weaver is the Member Risk Champion going forward and initial engagement has commenced with a series of Risk Management Steering Group meetings arranged for the 2017/18 financial year.
5. The CRR is updated and presented to the Senior Management Team (SMT) quarterly, to ensure their collective ownership and agreement, with the quarterly position reported to Audit Committee. Audit Committee considered the quarter 4 CRR position in their meeting on 20 June 2017 in order to inform their programme of work for the forth coming year.
6. The CRR is reported to the Cabinet on a biannual basis and was last reported on 15 December 2016, at which time it set out the mid-year position 2016/17. Since the last Cabinet update a formalised risk

escalation process was introduced in quarter 4 2016/17 to ensure that the SMT receive systematic and timely risk information and analysis from each Directorate on a risk-priority basis.

7. The risk escalation process determines the extent of risk reporting and review of directorate risks, based on the risk rating. The risk escalation process is included in Appendix A, whereby each Director is required to personally review all residual (current) risks rated as 'red/amber' and above and, at a minimum, to escalate all 'red' residual risks to Senior Management Team (SMT) for collective review.

## **Issues**

8. Each Director has worked with their Risk Champions in undertaking a quarter 4 risk register review. The process has two tiers (Directorate and Corporate), and the actions at each are detailed as follows.

### Directorate Risks

9. At the quarter 4 position, 319 risks were reported from Directorate Risk Registers. Each Director was responsible for reviewing and escalating risks in accordance with the refreshed process. A total of 14 risks were escalated to SMT in May and each risk was collectively discussed and reviewed.
10. Of the 14 risks escalated, 3 represented components of a cyber security risk. A new overall corporate risk on cyber security was agreed and added to the CRR. Following the ICT Services Manager's (OM) attendance at Risk Management Steering Group in January 2017, he attended SMT in June 2017. The purpose was to provide specialist guidance and articulation of individual and collective accountabilities. Another risk on the 'non-completion of statutory building equipment maintenance' was also escalated to the Corporate Risk Register in the quarter 4 review.
11. The remaining 10 escalated risks were each discussed. The impact of each risk on the Council's corporate priorities was considered from which it was agreed that the accountability, management and reporting of the remaining risks should continue at a directorate level, with no further additions to the CRR merited.

### Corporate Risks

12. There were 24 corporate risks in place prior to the quarter 2 review. Each risk owner reviewed and updated their existing corporate risks prior to discussion at SMT in May. The update resulted in:
  - Some risk additions and risk removal from the CRR
  - Changes to some risk names / titles
  - An increase in the information governance risk rating ('B2' to 'B1')
  - A reduction in the waste management risk rating ('B2' to 'C2')

13. SMT agreed removing the risk of failure to implement the 'Social Services and Wellbeing (Wales) Act 2014' from the CRR in quarter 4. This risk was considered to be sufficiently addressed and will be managed on the Social Services Directorate Risk Register. This is based on the governance arrangements which manage the risk as business as usual since the act was implemented in April 2016.
14. As outlined in paragraph 9, 2 new corporate risks ('Cyber Security' and 'Statutory Building Equipment Maintenance) were added to the CRR at the quarter 4 position following Director escalation.
15. Two risks have been re-named at the quarter 4 position 2016/17. The risk formerly titled 'hostile vehicle mitigation' has been extended to emphasise that the risk is about 'public realm protection'. Additionally, the risk description 'Social Services – Cost' has been widened and now titled 'Social Services – Provision' to emphasise how this risk is managed through a focus on demand, supply, quality and cost factors.
16. In view of the increased obligations and financial penalties of the General Data Protection Regulation (GDPR), which will come into force in May 2018, the impact of this risk has increased from significant to major. Proactive work is underway to ensure that the risks represented by this forthcoming legislation are sufficiently understood and proportionately managed.
17. Since the last Cabinet update, the Waste Management risk has been reduced from 'red' (B2) to 'red / amber' (C2), in recognition of the progress made in managing the risk to date.
18. The Corporate Risk Map is included in Appendix B, with the CRR summary and detailed versions included in Appendix C and D respectively.
19. It is recognised that since the end of the year, the period to which this report relates, the major incident at Grenfell Tower in London has occurred. The Council is actively working with Welsh Government and other regulators to ensure that any updated guidance is taken into account in considering any impact on relevant buildings across the whole of the Council's estate. This risk will continue to be actively managed and will form part of the content of the next Cabinet report on the Corporate Risk Register.

#### **Reason for recommendation**

20. To enable the Cabinet to monitor and consider the quarter 4 risk management position 2016/17.

#### **Legal Implications**

21. There are no direct legal implications arising from this report. However, one of the benefits of identifying risk is that mitigation measures may be

taken, if appropriate, and consequently successful claims against the Council may be avoided altogether, or reduced.

### **Financial Implications**

22. There are no direct financial implications arising from this report. The Corporate Risk register will be used to guide the Internal Audit Plan and the Council's resource planning processes and forms an important part of the governance arrangements for the Council.

### **RECOMMENDATION**

The Cabinet is recommended to note and consider the content of the Corporate Risk Register.

**CHRISTINE SALTER**  
**CORPORATE DIRECTOR RESOURCES**  
21 July 2017

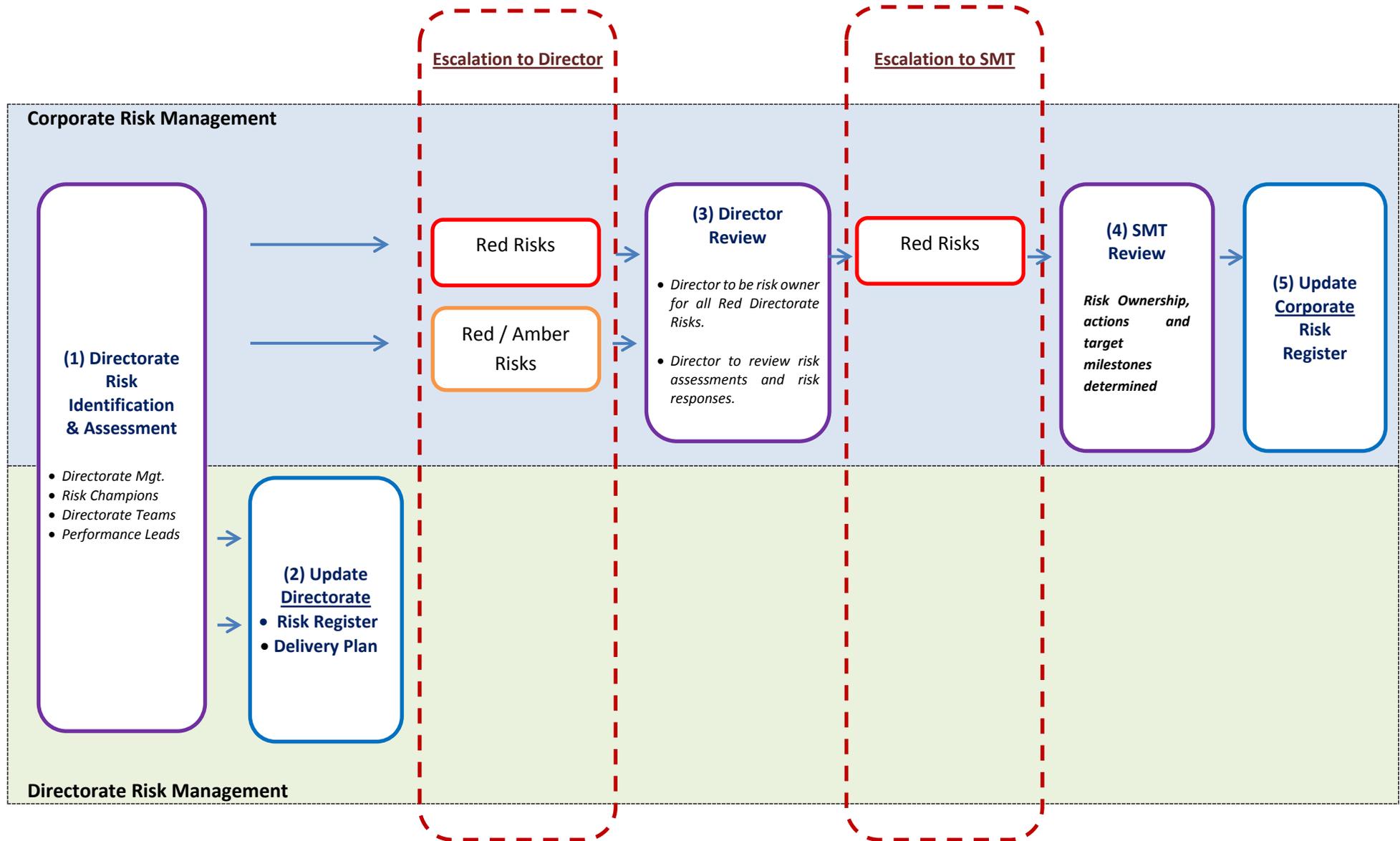
*The following Appendices are attached:*

Appendix A - Risk Management Quarterly Review Process  
Appendix B - Corporate Risk Map - Q4 2016/17 Position  
Appendix C - Corporate Risk Register – Q4 2016/17 Summary  
Appendix D - Corporate Risk Register – Q4 2016/17 Detailed

# Risk Management Quarterly Review Process

APPENDIX A

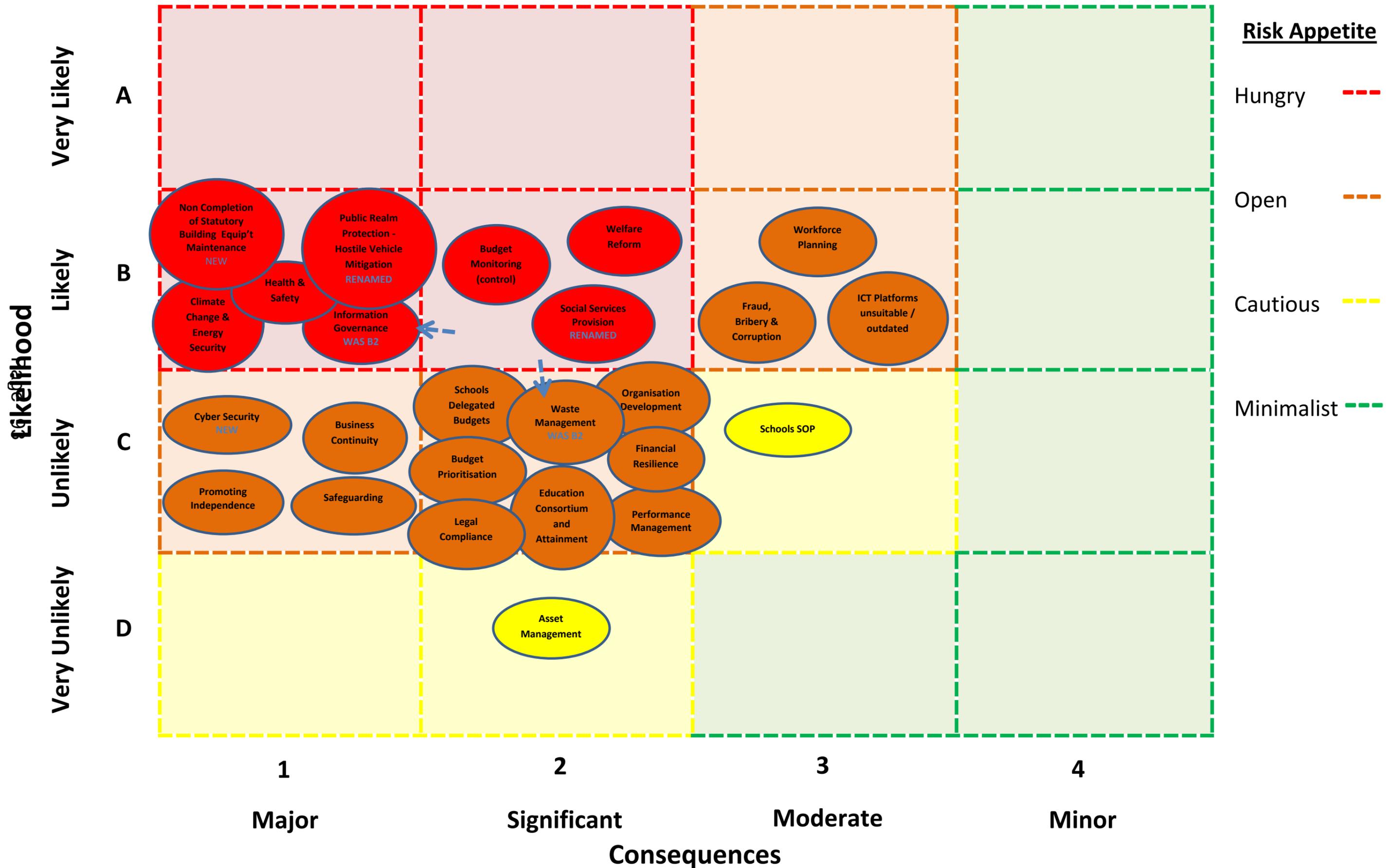
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# Corporate Risk Register – 2016/17 (Quarter 4 Position)

Appendix B



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Risk Description	Inherent Risk	Residual Risk	Risk Owner
<b>EVENT DRIVEN RISKS</b>			
<b>Public Realm Protection - Hostile Vehicle Mitigation</b> Vehicle Borne Improvised Explosive Device (VBIED) detonating in an area identified as a high risk crowded place, as a result of the inappropriate boundary treatments and access control processes protecting and managing it.	High Priority A1	High Priority B1	Andrew Gregory
<b>Welfare Reform</b> That the Council cannot meet its statutory obligations with the increased demands and reduced budgets placed upon it by the Welfare Reform including: Universal Credit, further reduction in Benefit Cap, size restrictions for social tenants, restriction of social housing rents to LHA levels, removal of automatic entitlement to housing costs for under 21s. Lack of information, short timescales for implementation and the large number of citizens affected makes these changes a significant risk.	High Priority A2	High Priority B2	Sarah McGill (Jane Thomas)
<b>Cyber Security</b>  The ability to protect information systems (hardware, software and associated infrastructure), the data on them, and the services they provide, from unauthorised access, harm or misuse. This includes harm caused by the operator of the system (intentionally or accidentally) as a result of failing to follow security processes.  The principal external threat groups to information systems are categorised by HM Government as cyber criminals, states and state-sponsored, terrorists, hackers and script kiddies.	High Priority A1	Medium Priority C1 (Red/Amber)	Christine Salter (Phil Bear)
<b>Waste Management</b> Failure to achieve targets for Landfill. '0' allowance, specifically for Biodegradable Municipal Waste and WG statutory Recycling Targets. Ineffective delivery of recycling targets and residual waste treatment. Failure to comply with EU recycling waste directive.	High Priority B1	Medium Priority (Red/Amber) C2	Neil Hanratty
<b>Education – Schools - SOP</b> Large scale Capital Programme (£164m) with tight timescales for delivery, in context of very rapidly growing primary age school population.	High Priority B1	Medium Priority (Amber/ Green) C3	Nick Batchelar (Janine Nightingale)
<b>ONGOING RISKS</b>			
<b>Non Completion of Statutory Building Equipment Maintenance</b>  A complete up-to-date accurate register of all relevant asset surveys requires completion. Currently statutory obligations testing is not organised in a consistent and centrally managed process across the Council. As a result there is a risk that all required testing may not be completed correctly. Also, there is no embedded technology in use consistently to manage the statutory obligations work or the storing of relevant statutory obligation documentation.	High Priority A1	High Priority B1	Neil Hanratty (Tara King)
<b>Education Consortium &amp; Attainment</b> The Central South Consortium does not deliver effective services that challenge and support Cardiff schools to improve and Educational Attainment does not improve at the required rate.	High Priority B1	Medium Priority (Red/Amber) C2	Nick Batchelar (Angela Kent)
<b>ICT Platforms Unsuitable/ Outdated</b> The ICT platforms (desktop, software, network, servers, and telephones) will not be able to support the technologies required by the corporate change programme and deliver effective service to the council, or will not provide a reliable service due to age and condition of equipment and systems.	High Priority A2	Medium Priority (Red/Amber) B3	Christine Salter (Phil Bear)
<b>Safeguarding</b> Systemic failure in the effectiveness of the Council's safeguarding arrangements together with other statutory safeguarding partners.	High Priority B1	Medium Priority (Red/Amber) C1	Tony Young & Davina Fiore
<b>Budget prioritisation</b> Failure to deliver the statutory obligation of setting a balanced annual budget and a fully informed Medium Term Financial Plan which takes into account statutory budget planning obligations (compounded by the risk of only receiving annual settlement figures from the Welsh Government).	High Priority A1	Medium Priority (Red/Amber) C2	Christine Salter (Ian Allwood)
<b>Financial Resilience</b> The Financial resilience of the Council over the medium term is significantly weakened so that it is financially unable to discharge its statutory obligations and services to the citizens of Cardiff.	High Priority A1	Medium Priority (Red/Amber) C2	Christine Salter (Ian Allwood)
<b>Budget Monitoring (Control)</b> Failure to achieve the budget set, inclusive of budgeted spend and savings across Directorates, with increased use of emergency finance measures and the drawdown of reserves.	High Priority A1	High Priority B2	Christine Salter (Allan Evans)
<b>Health and Safety</b> Ineffective compliance of health and safety through poor application and embedding of the 'Framework for Managing Health and Safety in Cardiff Council.	High Priority A1	High Priority B1	Christine Salter
<b>Climate Change &amp; Energy Security</b> Un-preparedness to the effects of climate change due to lack of future proofing for key (social and civil) infrastructure and business development, and inability to secure consistent energy supply due to rising energy costs and insecurity of energy supply.	High Priority B1	High Priority B1	Andrew Gregory
<b>Information Governance</b> Information handled inappropriately leaves the Council exposed to intervention and financial penalties issued by the Information Commissioner (ICO). This includes information held by Cardiff Schools	High Priority A1	High Priority B1	Christine Salter (Vivienne Pearson)
<b>Social Services – Provision</b> Failure to provide robust and adequate social services in the context of increasing costs and limited resources.	High Priority B1	High Priority B2	Tony Young
<b>Promoting Independence</b> Failure to sustain an effective whole system approach that enables adults with significant health needs to remain in, or return to, their own homes and reduces the need for / length of hospital stays.	High Priority B1	Medium Priority (Red/Amber) C1	Tony Young
<b>Performance Management</b> A performance management culture is not embedded within the Council leaving the Council exposed to intervention by Welsh Government in line with the Local Government (Wales) Measure 2009 and associated requirements.	High Priority B2	Medium Priority (Red/Amber) C2	Christine Salter (Joe Reay)
<b>Organisation Development</b> OD projects fail to deliver the radical change required to deliver efficiency savings and service changes, due to service and resource pressures.	High Priority B1	Medium Priority (Red/Amber) C2	Christine Salter (Dean Thomas)
<b>Business Continuity</b> Large scale incident/loss affecting the delivery of services.	High Priority B1	Medium Priority (Red/Amber) C1	Christine Salter
<b>Legal Compliance</b> Changes in services and staff roles across the Council resulting in: - gaps in Council wide knowledge of the local authority framework of responsibilities and duties within which we have to operate; - inability to deliver the services in accordance with all duties and responsibilities due to lack of resource:  in each case leading to increased risk of challenges.  Reduction and changes in front-line services, discretionary and statutory, will lead to increased risks of challenge from users and other stakeholders affected.	High Priority B2	Medium Priority (Red/Amber) C2	Davina Fiore
<b>Education – Schools Delegated Budgets</b> Secondary Schools with deficit budgets do not deliver agreed deficit recovery plans, impacting on the overall budgets for all schools.	High Priority A2	Medium Priority (Red/Amber) C2	Nick Batchelar (Neil Hardee)
<b>Fraud, Bribery and Corruption</b> Fraud, financial impropriety or improper business practices increase as internal controls are weakened as resources become severely stretched.	High Priority B2	Medium Priority (Red/Amber) B3	Christine Salter (Ian Allwood)

Risk Description	Inherent Risk	Residual Risk	Risk Owner
<b>Asset Management</b> Ensure effective operation of the Council's Asset Management Board to achieve effective strategic oversight and identified savings.	<b>High Priority B2</b>	<b>Medium Priority (Amber/Green) D2</b>	<b>Neil Hanratty</b>
<b>Workforce Planning</b> Importance of forecasting and planning to build capability and capacity for the future is not fully recognised and embedded.	<b>Medium Priority (Red/Amber) B2</b>	<b>Medium Priority (Red/Amber) B3</b>	<b>Christine Salter (Philip Lenz)</b>

Risk Description	Potential Consequence	L	C	Inherent Risk	Current/Existing Controls	L	C	Residual Risk	Proposed Improvement Action	Risk Owner
<b>EVENT DRIVEN RISKS</b>										
<p><b>Public Realm Protection – Hostile Vehicle Mitigation</b></p> <p>Vehicle Borne Improvised Explosive Device (VBIED) detonating in an area identified as a high risk crowded place, as a result of the inappropriate boundary treatments and access control processes protecting and managing it.</p>	<p>Service Delivery / Reputation / Legal / Financial / Health &amp; Safety / Financial / Partnership / Community &amp; Environment / Stakeholders</p> <p>Potential for:-</p> <ul style="list-style-type: none"> <li>• Large no's of fatalities, injuries to public in crowded place.</li> <li>• Extensive structural damage and/or collapse of surrounding buildings.</li> <li>• Major fire.</li> <li>• Damage/disruption to utilities (gas, electricity, water etc.)</li> <li>• Immediate impact to businesses in the Cardiff area.</li> <li>• Media coverage affecting public perception, leading to a loss of public confidence directly resulting in reduced business, retail and tourism revenues generated in the city.</li> <li>• Area to be viewed as a risk for potential future business investment.</li> <li>• Inability to attract major future national and international events (political, sporting etc.)</li> <li>• Increase in demand for council services/support for all affected.</li> <li>• Current economic climate to reduce the effectiveness of any recovery/regeneration of the area.</li> </ul>	A	1	High Priority	<ul style="list-style-type: none"> <li>• All existing identified high risk; crowded places have been formally assessed.</li> <li>• Most crowded places have an extremely limited and in some cases 'third party managed' access control process to operate them; providing little/no challenge.</li> <li>• Most crowded places have varying standards of boundary treatments protecting them; providing a limited/cursory visual deterrent but little/no protection from a hostile vehicle.</li> <li>• CONTEST Protect/Prepare Task &amp; Finish Group maintains the City Gateways Public Realm Enhancement Scheme, with agreed options for suitable PAS 68/69 mitigation for appropriate boundary locations; referred to as 'gateways'.</li> <li>• 19 (38%) of the identified 'gateways' into the crowded places already benefit from PAS 68/69 mitigation in place, implemented as a direct result of Home Office (Crowded Places) and Olympic Legacy funding.</li> <li>• The estimated cost for the procurement and installation of the PAS 68/69 mitigation and ancillary services is £3.6 Million.</li> <li>• Work is ongoing with City Operations to advise developers across the city in relation to appropriate mitigation required.</li> <li>• The Cardiff City Centre Access Control Protocol is currently operating at the heightened response level, reflecting the UK National Threat Level; permitting vehicles onto the pedestrianised areas within Cardiff City Centre using strict parameters.</li> <li>• The Tabernacle Access Control Document is fully operational and sits and as an annex document to the main City Centre Access Control Protocol. It enables the Urban Traffic Control Officers to better manage Tabernacle 'users', covering their requirements whilst adhering to the existing Traffic Regulation Order.</li> <li>• Wales Extremism and Counter Terrorism Unit (WECTU) Counter Terrorist Security Advisor's (CTSA's), the Emergency Services &amp; Cardiff Council provide Project Argus and EVAC/Griffin training across the city to raise awareness for likely impacts associated with major incidents and in particular, terrorist attacks. The sessions also cover the support likely to be immediately available from the emergency services and Cardiff Council, the practical and simple preparations people/organisations can make prior to incident occurring to help themselves manage and recover from its impacts.</li> </ul>	B	1	High Priority	<ul style="list-style-type: none"> <li>• The CONTEST Protect/Prepare Group will continue to monitor and review the scheme to ensure it is fit for purpose until it is fully installed.</li> <li>• The CONTEST Protect/Prepare Group will give a status report to the Cardiff CONTEST Board</li> <li>• The CONTEST Board will continue to try and identify external funding sources/opportunities from Welsh Government, Central Government to conclude scheme and appropriately mitigate the risk.</li> <li>• £500k grant has been awarded by Welsh Government to provide improvements to Hostile Vehicle Mitigation Measures. This grant has to be spent by 31<sup>st</sup> March 2017 and therefore City Operations have procured equipment / materials.</li> <li>• £250k Financial Resilience Mechanism (FRM) funding has been allocated in 2017/18 for the delivery / installation of the above equipment and this will be delivered after the Champions League Final due to the need to design and procure a contractor for installation.</li> <li>• The work that will be completed will improve the protection of the City Centre public realm but further funding will be required to conclude the protection of identified public realm.</li> </ul>	Andrew Gregory
<p><b>Welfare Reform</b></p> <p>That the Council cannot meet its statutory obligations with the increased demands and reduced budgets placed upon it by the Welfare Reform including: Universal Credit, further reduction in Benefit Cap, size restrictions for social tenants, restriction of social housing rents to LHA levels, removal of automatic entitlement to housing costs for under 21s. Lack of information, short timescales for implementation and the large number of citizens affected makes these changes a significant risk.</p>	<ul style="list-style-type: none"> <li>• Private landlords stop renting to benefit claimants</li> <li>• Social housing rents become unaffordable to some claimants, in particular those under 35 and with large families.</li> <li>• Increased homelessness and demand for temporary accommodation</li> <li>• Increased rent arrears, increased evictions</li> <li>• Redeployment / Severance for 140 benefits staff</li> <li>• Changing demands on Council stock resulting in increased voids and/or undersupply of smaller properties.</li> <li>• Barriers to building additional affordable housing</li> <li>• Supported accommodation becomes unaffordable impacting on social services and vulnerable homeless clients.</li> </ul>	A	2	High Priority	<ul style="list-style-type: none"> <li>• Communities staff continue to work closely with private landlords and advice agencies to mitigate wherever possible the reduction in benefit.</li> <li>• Discretionary Housing payments are being used to top up the benefit claims of those most affected by the changes and to pay rent in advance and bonds to help tenants to move accommodation where necessary.</li> <li>• Timely information is being given to claimants to help them respond to the changes.</li> <li>• A streamlined process is in place for re-housing tenants who need to downsize as a result of the social housing size restrictions. DHP is being used to pay removal costs and to cover shortfall while tenants are waiting to move.</li> <li>• A new Welfare Liaison team has been created within the housing service to assist tenants affected by the changes. Work has been carried out to identify those affected by the reduced Benefit Cap and to advise them accordingly and to identify the most vulnerable families and award DHP.</li> <li>• Universal Credit has commenced in Cardiff, still fairly small numbers at present. The scheme has been changed to include more information sharing for landlords and this should offset some of the risk. The council is providing face to face services on behalf of the DWP including digital inclusion and budgeting advice, these services are greatly in demand.</li> <li>• The implications of the restriction of social housing rents to LHA rate are being considered in partnership with RSLs and options for providing shared / low cost housing are being considered. Work is ongoing to review supported housing schemes and prioritise this ahead of the changes.</li> <li>• The Advice Hub in Central Library is providing comprehensive advice services for those affected by Welfare Reform.</li> <li>• The Tackling Poverty Group and subgroups are working well in coordinating multi-agency activity and developing appropriate interventions during a difficult transition period for many people affected.</li> <li>• Briefings continue to be provided to Members on Welfare Reform and further information is sent as appropriate.</li> <li>• Digital inclusion training and banking support has been successfully implemented and will continue to be monitored.</li> <li>• Into Work Services are providing services across the city and helping people get back to work with particular focus on those families affected by the benefit cap.</li> </ul>	B	2	High Priority	<ul style="list-style-type: none"> <li>• Additional resource has been agreed for supporting council tenants with the Universal Credit changes, staff have been recruited to assist with this and the new team is working well. Funding has recently been provided to provide Advice and Into Work services in food bank and other community locations where hard to reach individuals attend.</li> <li>• Work has been undertaken to cost the potential risks of Universal Credit and this will continue to be updated as the more information is known.</li> <li>• Working groups are ongoing to support social tenants affected by ongoing Benefit Caps, involving RSLs, children's services, families first and a range of other partners who may be able to help support these families.</li> <li>• Regular meetings are held with social housing providers to monitor and improve processes.</li> <li>• DHP spend is being monitored carefully, full spend is expected for 16/17. Work is ongoing to establish the proposed expenditure for 17/18 focusing on the most vulnerable individuals or helping people with the transition into work.</li> <li>• The impact of the changes to rent levels for under 35 is currently under review with all social landlords considering how they can contribute to a solution to this issue. At present all are continuing to house young applicants as normal.</li> <li>• Full implications of the removal of automatic entitlement for under 21s is not yet known and further work will be undertaken to understand this further.</li> <li>• Sub group set up to consider the impact of changes on Supported and temporary accommodation.</li> </ul>	Sarah McGill (Jane Thomas)

Risk Description	Potential Consequence	L	C	Inherent Risk	Current/Existing Controls	L	C	Residual Risk	Proposed Improvement Action	Risk Owner
<p><b>Cyber Security</b></p> <p>The ability to protect information systems (hardware, software and associated infrastructure), the data on them, and the services they provide, from unauthorised access, harm or misuse. This includes harm caused by the operator of the system (intentionally or accidentally) as a result of failing to follow security processes.</p> <p>The principal external threat groups to information systems are categorised by HM Government as cyber criminals, states and state-sponsored, terrorists, hacktivists and script kiddies.</p>	<p>Reputational / Legal / Financial / Stakeholder / Service Delivery / Health &amp; safety</p> <p>The intent of cyber attackers includes, but is not limited to:</p> <ul style="list-style-type: none"> <li>financial fraud;</li> <li>information theft or misuse,</li> <li>activist causes to render computer systems intolerable and to disrupt critical infrastructure and vital services.</li> </ul> <p>The impact of a cyber-attack / incident has the potential to involve the realisation of the risks associated with:</p> <ul style="list-style-type: none"> <li>An information governance breach (i.e. Stop Now Order, Information Notice, Enforcement Notice, Financial Penalty etc.)</li> <li>A business continuity incident – with a potential for major loss of service and legal, health and safety and financial implications.</li> <li>A financial / fraud related attack.</li> </ul> <p>A malicious attack could result in loss of confidence from those transacting with the Council (reputation), as well as legal, asset, system, operational and financial implications.</p>	A	1	High Priority	<ul style="list-style-type: none"> <li>A cyber security maturity assessment was made in Q4 2016/17 against 11 risk factors following the National Cyber Security Centre approach (based on network security, user education and awareness, malware prevention, removable media controls, secure configuration, privileged accounts, incident management, monitoring, home and mobile working policy, risk management regime and corporate cloud security).</li> <li>The maturity self-assessment concluded that the Council has: <ul style="list-style-type: none"> <li>strong malware prevention, user privileges and home and mobile working controls.</li> <li>adequate / mature risk management regime, network security, user education and awareness, removable media controls and incident management.</li> <li>a need for senior management team (SMT) to collectively assess the effectiveness of secure configuration, monitoring and corporate cloud security controls.</li> </ul> </li> <li>The cyber security maturity assessment underpins this summary corporate risk and regular monitoring has commenced to drive risk-based prioritisation and actions.</li> </ul>	C	1	Medium Priority (Red/Amber)	<ul style="list-style-type: none"> <li>Escalate risks around secure configuration, monitoring and corporate cloud security controls to SMT for discussion on ownership and response in Q1 2017/18.</li> <li>ICT and Information Governance (IG) Teams to liaise with a number of functions in Q1 2017/18 to gain assurances as follows: <ul style="list-style-type: none"> <li>FM – physical building security</li> <li>Commissioning and Procurement – contractor and third party user controls</li> <li>HRPS – the robustness of induction information</li> <li>Emergency Management – seek assurances that there is regular testing of the emergency management procedure for gold/silver command.</li> </ul> </li> <li>ICT and IG to review online training, in particular consideration of the GDPR by Q2 2017/18.</li> <li>ICT lifecycle and notification targets included in 'ICT Platforms' risk actions.</li> <li>Information Security Board to review governance linked to Privacy and Cloud Impact Assessments.</li> </ul>	Christine Salter (Phil Bear)
<p><b>Waste Management</b></p> <p>Failure to achieve targets for Landfill, '0' allowance, specifically for Biodegradable Municipal Waste and WG statutory Recycling Targets. Ineffective delivery of recycling targets and residual waste treatment. Failure to comply with EU recycling waste directive.</p>	<p>Reputational / Financial / Stakeholder / Service delivery / Legal / Environmental / Community</p> <ul style="list-style-type: none"> <li>Significant financial penalties for failure at up to £200/tonne or incorrectly capture tonnage data.</li> <li>Procure disposal elsewhere with additional costs.</li> <li>Reputation damage</li> <li>Increased costs of landfill and alternative treatment markets</li> <li>Risk to grant funding (currently £6.9m 2016/17), potential in year cuts, future year grant reductions and changing terms and conditions</li> <li>No MTFP for future grant funds or capital confirmed by WG</li> <li>Reducing Grants; reducing worldwide market values for recyclates; market collapse for recycling outlets</li> <li>Risk of legal challenge</li> <li>The risk of fines remains high due to seasonality of recycling performance and green waste which could lead to a status quo in recycling performance or at worse a drop in performance.</li> <li>The targets for statutory recycling in 2016/17 was 58% rising to 64% by 2019/20, therefore, the risk rating remains high.</li> <li>Waste growth and commercial expansion remains a challenge as it brings in new residual waste.</li> <li>A high risk remains in the materials market where fluctuations are influenced by world-wide pricing which is affecting the volume of material recycled.</li> </ul>	B	1	High Priority	<p><b>Policies / Strategy</b></p> <ul style="list-style-type: none"> <li>Previous updates contain the policy position improvements between 2008/2015.</li> <li>Waste Management Strategy 2011/2016 was approved on 13th January 2011 and was revised and approved in April 2015. Keys aspects continue to be implemented from the strategy.</li> <li>Several progress reports have been made to Cabinet and Environmental Scrutiny in that period.</li> <li>Monthly performance tracking of recycling has been established to help predict the end of year position.</li> <li>Steps taken to improve MRF processing rates means less waste to treatment.</li> <li>Commercial recycling centre opened March 2014, its performance is increasing with more commercial HWRC being identified. Growing the customer base continues.</li> <li>Focus on pre-sort on the HWRCs is showing improvements in site recycling. Target of 80% recycling and reuse.</li> <li>The outline waste strategy has been approved by Cabinet April 2015. The first phase of reducing residual waste capacity to force higher dry recycling and food and green waste recycling was completed in 2015/16. The Flats/ HMOs Strategy to improve waste and recycling collections from flats is designed to enable greater recycling and food waste from hard to capture areas, was implemented in 2016/17. This included a business case on current recycling methods.</li> <li>The sweepings contract is secured and operating.</li> <li>Seasonal hours changes and proof of residency at the HWRCs has resulted in tonnage reductions and savings from not processing non Cardiff waste and recycling.</li> <li>The first phase of the Waste Management strategy was delivered in December 2016, which was the free reuse and recycling bulky collection service.</li> <li>Restrictions to Cardiff domestic householders for residual waste through the introduction of 140 litre bins have reduced residual waste tonnage profiles in 2016/17.</li> </ul> <p><b>Risk of Fines</b></p> <ul style="list-style-type: none"> <li>The risk of failing the biodegradable limits to landfill has been significantly minimised due to the current treatment and disposal routes.</li> <li>Secondary recycling is being carried out on residual waste to increase recycling rates.</li> </ul>	C	2	Medium Priority (Red/Amber)	<p><b>Policy / Strategy</b></p> <ul style="list-style-type: none"> <li>Explore reuse partner(s) as market test and initial procurement was not successful, work is ongoing to secure a partner(s). Working with other Local Authorities to explore TEEP business cases and/or exploring joint working options.</li> <li>Delays have been experienced in the HWRCs changes, which will reduce the recycling potential and waste minimisation activities that were planned for 2016/17 onwards.</li> </ul> <p><b>Risk of Fines</b></p> <ul style="list-style-type: none"> <li>Ensure correct recording of waste tonnages from Neighbourhood Services to ensure exclusion of Non MSW waste that was not previously counted towards the targets.</li> </ul> <p><b>Contracts / Projects</b></p> <ul style="list-style-type: none"> <li>New markets for carpets and have been tendered and will be awarded in quarter 1 of 2017/18.</li> </ul> <p><b>Prosiect Gwyrd</b></p> <ul style="list-style-type: none"> <li>Continued management of the contract to ensure treatment and diversion of residual waste in line with the contracted positions.</li> <li>Working in partnership with Viridor to ensure appropriate wastes are presented for treatment, to reduce rejects and increase recycling.</li> </ul> <p><b>Cardiff Organic Waste Treatment Contract</b></p> <ul style="list-style-type: none"> <li>Continued management of the contract to ensure treatment and diversion of residual waste in line with the contracted positions.</li> <li>Working in partnership with Kelda to reduce levels of contamination and ensure appropriate wastes are presented for treatment, to reduce rejects from the process and for other wastes to be recycled by the appropriate routes.</li> </ul> <p><b>Household &amp; Commercial Waste Collections</b></p> <ul style="list-style-type: none"> <li>Set and achieve new commercial recycling opportunities for new materials and new income opportunities – targeting commercial food collections and schools.</li> </ul>	Neil Hanratty

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					<p><b>Contracts / Projects</b></p> <ul style="list-style-type: none"> <li>Several Contracts have been put in place for additional materials to be recycled from the HWRC's.</li> <li>Interim contract in place for disposal of biodegradable green/food waste</li> <li>Aggregate recycling is now in place.</li> <li>Recycling litter bins are in place in the city centre.</li> <li>New initiatives such a charging for bulky waste, commercial recycling centre, sweepings, mattress and carpet recycling schemes are all underway.</li> <li>New HWRC delivery model is underway.</li> <li>New free reuse and recycling bulky collection services strategy 2016.</li> <li>New markets for mattresses have been tendered and awarded in 2016/17.</li> <li>Recycling Waste Management focus on pre-sort high quality recycling and removing the reliance on post sorting of waste.</li> </ul> <p><b>Prosiect Gwyrdd</b></p> <ul style="list-style-type: none"> <li>Financial Close occurred December 2013 Viridor are the appointed contractor which commenced Sept 2015. Removes risk of failing biodegradable waste limit to landfill.</li> </ul> <p><b>Cardiff Organic Waste Treatment Project</b></p> <ul style="list-style-type: none"> <li>The procurement of a processing contract and facility for food and green waste was completed for both Cardiff and the Vale of Glamorgan, with Kelda Organic Energy being appointed contractor. Full Service Commencement was achieved 1st April 2017, providing sustainable diversion of organic waste from landfill.</li> </ul> <p><b>Household &amp; Commercial Waste Collections</b></p> <ul style="list-style-type: none"> <li>Implemented changes to household waste collections to align service with the WG recycling blueprint e.g., smaller fortnightly black waste collection (with accompanying hygiene services) and weekly food and dry recycling and fortnightly green waste.</li> <li>Commercial waste operations have refined the marketing package for recycling in the commercial sector to increase recycling from commercial waste collected by the Waste Collection Authority that is included in the total MSW (and therefore relevant to statutory targets).</li> </ul> <p><b>Collaboration work</b> Working and engaging with Welsh Government on legal and policy changes</p>				<ul style="list-style-type: none"> <li>National government discussions are underway regarding co-mingled recycling issue. Modelling has been undertaken on the best option for Cardiff and concluded a twin stream is the best option. Further steps will be developed to assure compliance with WG blue print.</li> </ul> <p><b>MRF</b></p> <ul style="list-style-type: none"> <li>Complete procurement and installation of Auto Sorter for mixed plastics and fibre products e.g. paper and cardboard by end of Q2.</li> <li>Develop business case for kerbside collections of separated glass and report to Cabinet.</li> </ul>	
<p><b>Education – Schools - SOP</b></p> <p>Large scale Capital Programme (£164m) with tight timescales for delivery, in context of very rapidly growing primary age school population.</p>	<p>Reputational / Legal / Financial / Social / Stakeholder / Health &amp; safety.</p> <ul style="list-style-type: none"> <li>Insufficient primary places in some areas of the City.</li> <li>Further degeneration of school buildings</li> <li>Reducing educational standards.</li> <li>Project cost and time overruns</li> <li>Risk that Welsh Government do not approve individual project funding if not satisfied with Business Cases.</li> </ul>	B	1	High Priority	<ul style="list-style-type: none"> <li>A significant proportion of the Schools Organisation Programme has been delivered to date including:- <ul style="list-style-type: none"> <li>A new Pontprennau Primary School</li> <li>Refurbishment to Millbank Primary School</li> <li>An extension to Adamsdown Primary School</li> <li>An extension to Coed Glas Primary School</li> <li>An extension to Ysgol Y Wern</li> <li>New Science Block at Fitzalan High</li> </ul> </li> <li>These address in the main the sufficiency issues in the Primary Sector.</li> <li>The Procurement of the new Eastern High School, in partnership with Cardiff &amp; Vale College is complete, the construction contract signed for £26m with Willmott Dixon and the buildings works commenced on site in 2016. Due for completion December 2017.</li> <li>The procurement of the 3 new primary school buildings for Howardian Primary, Ysgol Hamadryad and Ysgol Glan Morfa is complete. Planning approval received for Howardian and Glan Morfa - Hamadryad delayed until June. Proceeding to contract for the first two to start on site in May 2017.</li> <li>The procurement of the new High School in the West has commenced with a contractor been appointed to design &amp; building the school in January 2017. Proceeding to pre planning in May followed by full planning submission in august.</li> <li>Assets being considered corporately to maximise the opportunity to focus funds realised within the Council and through other sources on fewer high quality buildings.</li> <li>Extensive work on the 21<sup>st</sup> Century Schools Band B funding now to take place during 2016 to submit progress to WG in autumn 2017.</li> <li>Restructure of team completed.</li> </ul>	C	3	Medium Priority (Amber/Green)	<p>All risks being monitored and reported to Schools Programme Board.</p> <ul style="list-style-type: none"> <li>'Turn Key solutions' being progressed on all new school builds i.e. one contract, single point of management and responsibility</li> <li>Two step procurement methods being undertaken on all procurements</li> <li>Standardised design methods being used where possible</li> <li>Continued active dialogue with Welsh Government and other professional parties to support progress and development</li> <li>Prioritise population data development to support accurate projections and forecasts for existing resident populations and to support effective s106 negotiations going forward</li> <li>Ensure consistent monitoring and reporting of all risks to Schools Programme Board.</li> <li>Capacity strengthened in SOP Team.</li> </ul>	<p>Nick Batchelar</p> <p>(Janine Nightingale)</p>

Risk Description	Potential Consequence	L	C	Inherent Risk	Current/Existing Controls	L	C	Residual Risk	Proposed Improvement Action	Risk Owner
<b>ONGOING RISKS</b>										
<p><b><u>Non completion of Statutory Building Equipment maintenance</u></b></p> <p>A complete up-to-date accurate register of all relevant asset surveys requires completion.</p> <p>Currently statutory obligations testing is not organised in a consistent and centrally managed process across the Council. As a result there is a risk that all required testing may not be completed correctly.</p> <p>Also, there is no embedded technology in use consistently to manage the statutory obligations work or the storing of relevant statutory obligation documentation.</p>	<p>Potential consequences:</p> <ul style="list-style-type: none"> <li>Fatalities or serious injuries</li> <li>Closure of part or whole of facilities with major disruption to service delivery</li> <li>HSE interventions and consequential actions including fines and prosecution;</li> <li>Significant additional expenditure requiring realignment of Corporate budgets;</li> <li>Temporary relocation of staff</li> <li>Temporary loss of operational service</li> <li>Invalidation of insurance policy</li> <li>Serious adverse impact on reputation</li> <li>Damage to fabric of building or other equipment</li> </ul>	A	1	High Priority	<p>Competent contractor in place to undertake statutory obligations testing and consequential remedial work;</p> <p>RAMIS Statutory Obligation Compliance software system procured and in process of being commissioned. This will replace spreadsheet system currently in place;</p> <p>Electrical testing and works monitored/supervised by qualified internal staff</p> <p>Electrical certificates received and reviewed by qualified internal staff</p> <p>C1/C2 electrical remedial works identified through testing are attended to appropriately and immediately by contractor undertaking electrical works</p> <p>Spreadsheet database established to record status of statutory obligation compliance across whole Council estate</p> <p>Audit of compliance recently completed (March 2017). As a result, there is a very much improved understanding of the current level of statutory compliance;</p> <p>Planned Preventative Maintenance Certificates are held centrally and can be easily accessed via computer (to be transferred to RAMIS)</p> <p>Corporate Landlord Model Programme Brief has been approved by the Programme Board – objective is to create one point of contact in the Council to lead on all property matters across the Council's estate</p>	B	1	High Priority	<p>Strengthen monitoring and supervision of contractors undertaking statutory obligations testing and works;</p> <p>Complete installation of RAMIS, training of staff, and uploading of information into system – Qtr 4, 17/18</p> <p>Commission investigations/work to complete required compliance testing (and works if required) in respect of 'gaps' in compliance status identified through the audit (March 2017) – Qtr 1, 17/18</p> <p>Establish In house Statutory Obligations Team to manage the undertaking of the statutory obligations surveys/work across the Council – Qtr 1, 17/18</p> <p>Strengthen the Council's Health and Safety Team including the appointment of a new Operational Manager with a role to independently 'police' statutory obligations compliance across the building estate – Qtr 1, 17/18</p> <p>Commence implementation of the Corporate Landlord Model - Qtr 1, 17/18</p> <p>Engage with CLAW (Consortium of Local Authorities in Wales - supports the professional and technical interests of property management in local government in Wales) to benchmark statutory obligation compliance performance and benefit from experience of other Welsh authorities</p> <p>Introduce a Landlord/Tenant agreement in respect of all Council buildings to ensure the requirements for statutory obligations are clearly identified – Qtr 1, 17/18</p> <p>Undertake appropriate training to ensure that all Council building Duty Holders have a clear understanding of their statutory obligations compliance responsibilities – Qtr 1 17/18;</p> <p>Address concerns raised by HSE regarding work undertaken by Allianz (company appointed by Council Insurers);</p> <p>Undertake a condition survey of priority buildings and 'tag' all equipment and store information on the asset register. The information obtained from the surveys will be used to prioritise maintenance work going forward – commence Qtr 1, 17/18</p> <p>Introduce new technology to assist in improving the scheduling, commissioning, monitoring and auditing of statutory obligations work – by Qtr 4, 17/18</p>	Neil Hanratty (Tara King)
<p><b><u>Education Consortium &amp; Attainment</u></b></p> <p>The Central South Consortium does not deliver effective services that challenge and support Cardiff schools to improve and Educational Attainment does not improve at the required rate.</p>	<p>Reputational / Legal / Financial.</p> <ul style="list-style-type: none"> <li>Budget implications.</li> <li>Educational standards falling behind other LA's.</li> <li>Potential impact on Estyn judgement for LA.</li> <li>Intervention from WG</li> </ul>	B	1	High Priority	<p>There have been continuous improvements in nearly all the outcome indicators at all key stages, although the performance of a few of Cardiff secondary schools is still a significant concern. The work of the school improvement service commissioned from the regional consortium is now based on clear priorities and a good understanding of Cardiff schools. Cardiff schools are being challenged more rigorously and supported more effectively to improve.</p> <p>There is a strong working relationship between the local authority and the regional consortium. The local authority has moderated the outcomes of categorisation in partnership with the regional consortium, and this has led to a more accurate view of school performance, an improved model of differentiated support and challenge, and earlier intervention in schools causing concern. Through school improvement meetings, challenge advisers are developing a better understanding of the role that wider services in the local authority play in improving schools.</p> <p>The local authority works productively with its regional consortium to address the specific needs of Cardiff schools, and to promote school-to-school working. A number of Cardiff schools have been appointed as Pioneer Schools to develop the new curriculum over the next three years in line with "Successful Futures".</p>	C	2	Medium Priority (Red/Amber)	<ul style="list-style-type: none"> <li>Officers will continue to ensure the agreed commissioning arrangements are refreshed and delivered and impact positively on the performance of schools.</li> <li>Education Directorate delivery plan now refreshed with clear accountabilities and performance measures. These will be shared with the consortium and associated roles, responsibilities and accountabilities agreed.</li> <li>Recruit a Secondary senior challenge adviser with well-developed knowledge and skills to build on the progress made to date.</li> </ul>	Nick Batchelar (Angela Kent)
<p><b><u>ICT Platforms Unsuitable/Outdated</u></b></p> <p>The ICT platforms (desktop, software, network, servers, and telephones) will not be able to</p>	<p>Reputational / Financial / Stakeholder / Service delivery.</p> <ul style="list-style-type: none"> <li>Loss of PSN services.</li> <li>Service delivery impacts from unreliable/unavailable ICT systems.</li> <li>Cardiff seen as unable to deliver on aspirations.</li> <li>Poor morale from frustrations with inability to deliver</li> </ul>	A	2	High Priority	<ul style="list-style-type: none"> <li>Measurements put in place to track impact</li> <li>Existing ICT budget spend focused on dealing with critical issues, capital and revenue budget resource provided in 2012-15 to address major issues, medium term financial plan investment programme in place for subsequent years.</li> <li>Spending complete for renewal/upgrade of highest risk items, in particular</li> </ul>	B	3	Medium Priority (Red/Amber)	<ul style="list-style-type: none"> <li>Development of lifecycle monitoring and clearer customer engagement.</li> <li>Pilot leasing scheme within schools to be considered for corporate desktop estate</li> <li>Monitored on the Corporate Risk Register.</li> </ul>	Christine Salter (Phil Bear)

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support the technologies required by the corporate change programme and deliver effective service to the council, or will not provide a reliable service due to age and condition of equipment and systems.	services. <ul style="list-style-type: none"> <li>• Potential for income losses from revenue collection impacts.</li> <li>• Unable to meet delivery deadlines on both business as usual and transformation projects.</li> </ul>				<ul style="list-style-type: none"> <li>• firewalls, core servers/switches and external bandwidth.</li> <li>• New system down analysis process in place to ensure that key pressure points are rapidly identified and fixed at minimum cost until full programme can be initiated. Recent issues with telephony have resulted in retargeting of some resources to focus on weak points now identified.</li> <li>• New deliveries are all being designed for a 99.99% minimum uptime, with critical systems targeted at 99.999% (equating to less than 6 minutes per year)</li> <li>• Active projects underway and the current aged file storage solution have been replaced and cloud based storage for additional resilience and flexibility is being assessed. Other projects underway to replace many of the core older back end servers.</li> <li>• Corporate file storage systems replaced and new disk to disk backup option installed to improve performance and resilience</li> <li>• Due to mitigation actions so far to reduce the risk, the risk of critical service downtime has been reduced.</li> <li>• Additional load balancers to be purchased for application resilience in key systems.</li> <li>• Full renewal programme for all desktop, software, network, servers, and telephones, appropriate to Cardiff's ambitions and resources.</li> <li>• Continued assessment of priorities for replacement – applications infrastructure and servers are the next priority</li> <li>• Refresh of existing SAP, thin client and virtual server farms</li> <li>• Assessment of equipment required replacing to maintain PSN compliance</li> <li>• Further revenue and capital investment in 2014-16.</li> <li>• Migrate VM infrastructure over to Pure Storage. Project initiated and led by ICT Server Manager.</li> <li>• Migrating users from CAG to ASA. Project plan in place to move over users.</li> </ul>					
<p><b>Safeguarding</b></p> <p>Systemic failure in the effectiveness of the Council's safeguarding arrangements together with other statutory safeguarding partners.</p>	<p>Reputation / Financial / Stakeholders / Service delivery / Legal / Partnership / Community</p> <ul style="list-style-type: none"> <li>• A children or adult/s suffers avoidable significant harm or death.</li> <li>• Reputation of Council and partners.</li> <li>• Severe adverse publicity.</li> <li>• Potential regulator intervention.</li> <li>• Loss of confidence by the community in the safety of children and adults.</li> <li>• Loss of confidence of staff in the overall "safety" of the service, impacting on morale, recruitment and retention.</li> <li>• Potential litigation with associated financial penalties.</li> </ul>	B	1	High Priority	<ul style="list-style-type: none"> <li>• Implementation of Social Services &amp; Wellbeing (Wales) Act 2014 in relation to the strengthening of adult safeguarding.</li> <li>• Strategic review of safeguarding governance across the region in partnership with the Vale of Glamorgan Council.</li> <li>• Strategic review of the functioning of the Regional Safeguarding Adults Board completed.</li> <li>• Ongoing implementation of the Child Sexual Exploitation Strategy.</li> <li>• Implementation of the Corporate Safeguarding Board work programme.</li> <li>• Growth proposals for operational safeguarding capacity identified as part of 2017/18 budget.</li> </ul>	C	1	Medium Priority (Red/Amber)	<ul style="list-style-type: none"> <li>• Strategic review of the functioning of the Regional Safeguarding Children Board (imminent).</li> <li>• Training staff in relation to Adult Protection Orders.</li> <li>• Cardiff Council to host the all-Wales Adult and Child Protection Procedure re-write.</li> </ul>	Tony Young & Davina Fiore
<p><b>Budget prioritisation</b></p> <p>Failure to deliver the statutory obligation of setting a balanced annual budget and a fully informed Medium Term Financial Plan which takes into account statutory budget planning obligations (compounded by the risk of only receiving annual settlement figures from the Welsh Government).</p>	<p>Reputational / Financial / Legal / Service delivery / Stakeholder</p> <ul style="list-style-type: none"> <li>• Risk of failing to meet statutory obligations.</li> <li>• Risk that service delivery impacted due to uncertainty in the budget planning process resulting in decreasing resources or failure to effectively prioritise spend in line with Corporate Plan Objectives.</li> <li>• Risk that settlement figures will not be as anticipated giving an element of uncertainty to any proposals from Cabinet during public consultation and beyond.</li> <li>• Risk that savings identified as part of business as usual and efficiencies have not been robustly reviewed for achievability and will not deliver as planned.</li> <li>• Risk that financial constraints and budget proposals result in unintended consequences such as increased instances of non-compliance and financial impropriety.</li> <li>• Risk that annual budget settlement frustrates medium / longer-term planning and that the cycle does not integrate with other business cycles and vice versa.</li> <li>• Risk of unbalanced budget as savings required over</li> </ul>	A	1	High Priority	<p><b>2017/18 and Medium Term</b></p> <ul style="list-style-type: none"> <li>• The 2017/18 Provisional Settlement received on 19 October 2016. Final Settlement 21 December 2016.</li> <li>• Budget approved at Council on 23 February 2017</li> <li>• The 2016/17 settlement allowed the Council to reduce risk and improve resilience through addressing the pace and scale of the most challenging saving proposals, reviewing planning assumptions and introducing a new financial resilience mechanism. This mechanism continued to be used for 2017/18 in order to reduce future risk but allow one-off investment and development in the meantime.</li> <li>• The final 2017/18 Budget was underpinned by Directorate Savings of £13.264m and Addressable Spend Savings of £3.743m; a total of £17.007m</li> <li>• 2016/17 and the following two years savings proposals were underpinned by the Reshaping the Base exercise undertaken in conjunction with SMT and Informal Cabinet as part of 2016/17 Budget Strategy Development. This exercise has been refreshed and reviewed in looking at 2017/18 and 2018/19 budget proposals. Further work will progress May 2017.</li> <li>• The MTFP set out in the February 2017 Budget Strategy Report shows an estimated Budget Reduction Requirement of £80.907m for the medium term (2018/19-2020/21).</li> <li>• The July Budget Strategy Report looks to identify £17.007m savings for 2017/18 with the use of earmarked reserves, Council Tax increase and Cap on</li> </ul>	C	2	Medium Priority (Red/Amber)	<p><b>2017/18 and Medium Term</b></p> <ul style="list-style-type: none"> <li>• Continue the work that ensures alignment with the demands of the Wellbeing of Future Generations Act with the 2017/18 Budget Strategy and any proposals.</li> <li>• Ensuring closer alignment with objectives of the Corporate Plan and the Organisational Development Programme in order to ensure resources are allocated appropriately and that longer term financial savings are developed in enough time to be realised in the medium term.</li> </ul> <p><b>Medium Term</b></p> <ul style="list-style-type: none"> <li>• Continued due diligence, challenge of proposals and development of detailed plans for both 2018/19 to 2020/21</li> </ul>	Christine Salter (Ian Allwood)

Risk Description	Potential Consequence	L	C	Inherent Risk	Current/Existing Controls	L	C	Residual Risk	Proposed Improvement Action	Risk Owner
	<p>the medium term become harder to achieve and their impact on service delivery more difficult to manage.</p> <ul style="list-style-type: none"> <li>Risk that organisational development does not align to the financial strategy in relation to budget reduction requirements.</li> <li>Additional obligations such as Wellbeing of Future Generations Act leading to Council failing in statutory duty.</li> </ul>				<p>schools growth to identify the remaining £7.873m.</p> <ul style="list-style-type: none"> <li>Capital Programme assessed for additional commitments and new bids with a prioritisation assessment being undertaken over the period of August to November. The impact on cost of borrowing is looked at in alignment with the prioritisation so that any schemes approved can be funded through the overall financial envelope.</li> <li>Close working with Policy team in respect of alignment with Corporate Plan and duties under Wellbeing of Future Generations Act.</li> </ul>					
<p><b>Financial Resilience</b></p> <p>The Financial resilience of the Council over the medium term is significantly weakened so that it is financially unable to discharge its statutory obligations and services to the citizens of Cardiff.</p>	<p>Reputational / Financial / Legal / Service delivery / Stakeholder</p> <ul style="list-style-type: none"> <li>The risk that the Council will not be able to react to adverse situations through a combination of poor imprudent planning and significant challenges such as increasing demands for services such as social services, education, roads etc.</li> <li>The risk is that the Council will not be able to operate within the financial funds available to it and fail in its statutory duty to deliver services.</li> <li>Reputational risk of defaulting on creditor / payroll payments thus creating uncertainty across the community of Cardiff and beyond.</li> <li>The risk that this leads to intervention and increasing adverse impacts on the community of Cardiff that rely on the services being delivered by the Council.</li> </ul>	A	1	High Priority	<ul style="list-style-type: none"> <li>The Council regularly reports in relation to its financial performance and monitoring.</li> <li>The Council used the better than anticipated provisional settlement for 2016/17 to improve financial resilience as previously outlined. This included the establishment of a £4m financial resilience mechanism to protect the Council from the uncertainties associated with the absence of multi-year settlement information whilst allowing for one-off investment in the mean-time.</li> <li>The Wales Audit Office's Report into financial resilience scored the Council as low risk in terms of financial governance and control and medium risk in terms of financial planning.</li> <li>Improvement actions associated with the medium risk for financial planning related to 1) the improvement of savings plans and 2) the improvement of links between the MTFP and Organisational Development Programme, Service Plans and Improvement Plans.</li> <li>A financial snapshot has been developed in respect of the financial resilience of the Council and is reviewed 3 times a year and report at Budget Report (Feb16 &amp; Feb 17), Budget Strategy (Jul) and to Audit Committee.</li> </ul>	C	2	Medium Priority (Red/Amber)	<ul style="list-style-type: none"> <li>Key stakeholders are briefed on this position and financial triggers against this snapshot continue to be developed and reviewed.</li> <li>Work in respect of improving savings plans continues in order to increase the % of savings proposals accepted that deliver. The key focus is due diligence, challenge and development of detailed plans but with an emphasis and accountability to the directorate which proposed the saving. Savings documentation has also been reviewed and developed with the aim of ensuring consideration and capture of key factors relating to savings proposals.</li> <li>Links between the MTFP, OD Programme, Service Plans and Improvement Plans continue in order to further build on work already undertaken in the Budget Strategy Work Programme.</li> </ul>	Christine Salter (Ian Allwood)
<p><b>Budget Monitoring (Control)</b></p> <p>Failure to achieve the budget set, inclusive of budgeted spend and savings across Directorates, with increased use of emergency finance measures and the drawdown of reserves.</p>	<ul style="list-style-type: none"> <li>Inability to balance spend, against budget, for the financial year.</li> <li>Requirement to implement emergency measures to reduce spending during the financial year thus adversely impacting on ability to meet corporate plan objectives.</li> <li>Requirement to drawdown from General Reserves at the year end.</li> <li>Impact on the 2016/17 Budget where issues remain with achieving 2015/16 budget savings and any unachieved savings brought forward from 2014/15.</li> </ul>	A	1	High Priority	<ul style="list-style-type: none"> <li>Clear financial procedure rules setting out roles and responsibilities for budget management are in place.</li> <li>In recognition of the quantum of savings and the risks posed a £4 million General Contingency was allocated in the Budget.</li> <li>Availability of General Reserve should this be required.</li> <li>The final 2015/16 outturn showed a surplus of £1.696 million. However this included an overspend of £4.635m in relation to directorate budgets with shortfalls of £6.586m against 2015/16 savings targets and £2.837m against shortfalls carried forward from 2014/15.</li> <li>As part of the 2016/17 Budget process £3.029m of these budget savings not achieved were written back into the budget.</li> <li>The Corporate Director of Resources, Chief Executive and Cabinet Members have continued to hold challenge meetings going forward into 2016/17 in all areas both to address shortfalls against budget proposals accepted but also the overall financial position of each directorate.</li> <li>The 2016/17 Month 9 monitoring report presented to Cabinet highlighted a balanced position. Directorate budgets projected to be overspend by £7.032 million partially offset by general contingency of £4 million.</li> <li>Full financial monitoring processes is in place for month 3 to 11 of the financial year including achievement of budget savings with months 3 to 10 completed.</li> <li>Monthly meetings held between service accountants, directors and Cabinet Members.</li> </ul>	B	2	High Priority	<ul style="list-style-type: none"> <li>The balance of any 2015/16 or 2016/17 savings targets designated as not being achievable have been provisionally allocated and will continue to be reviewed as the 2017/18 budget progresses.</li> </ul>	Christine Salter (Allan Evans)
<p><b>Health and Safety</b></p> <p>Ineffective compliance of health and safety through poor application and embedding of the 'Framework for Managing Health and Safety in Cardiff Council.</p>	<p>Reputational / Legal / Financial / Service delivery</p> <ul style="list-style-type: none"> <li>Fatalities</li> <li>Serious injuries</li> <li>Prosecution – fines for body corporate and/ or fines/imprisonment for individual</li> <li>Claims</li> </ul>	A	1	High Priority	<ul style="list-style-type: none"> <li>The team is currently being restructured, an OM1 post for Head of Health and Safety to be advertised. SLA with Caerphilly Council to end on the 4 May 2017.</li> <li>Following this appointment proposed new structure to be implemented which will increase the competency of the Health and Safety Team in order to implement a programme of Corporate Governance.</li> <li>Framework for Managing Health and Safety to be reviewed utilising the RAMIS system to monitor statutory compliance as well as using the system to undertake audits/inspections and monitor actions are closed out (currently not achievable using CIS).</li> <li>Health and safety monitoring/support for schools is an issue, one competent officer supporting Education is not sufficient to achieve improvements in compliance standards required in what is a high risk directorate.</li> <li>Concerns regarding statutory compliance on the range of statutory issues including:- <ul style="list-style-type: none"> <li>Asbestos Control</li> <li>Fire Safety</li> <li>Electrical Safety</li> <li>Gas Safety</li> <li>Legionella Control</li> </ul> </li> <li>Quality of Risk Assessments across the Council is varied and improvements required in consistency and quality in some areas.</li> <li>Health and Safety Advisers carry out a programme of general health and safety audits, focussing on high risk activities, and undertake other inspections / investigations as necessary. Increased competency required on specialist risks such as asbestos, fire and CDM in order to appropriately monitor and report on H&amp;S risks.</li> <li>Policy and Codes of Guidance reviewed, further work required in this area</li> </ul>	B	1	High Priority	<ul style="list-style-type: none"> <li>Due to the compliance issues which have emerged over the past six months it is clear that the Service Level Agreement commenced in March 2016 is not sufficient in terms of management time to deal with the emerging issues. A new OM1 post has been agreed with unions and is being advertised. The successful candidate will implement a restructured H&amp;S Team with a focus on Corporate Governance on H&amp;S Matters. The Council will benefit from officers with competency in Fire Safety, Asbestos and CDM in order to meet the H&amp;S management and monitoring needs.</li> <li>Statutory Maintenance Compliance – An Improved position on compliance is required with central control of records and monitoring and reporting of compliance statistics. This will be achieved by the use of RAMIS to manage all statutory maintenance inspections and resulting remedial tasks on Council premises. The system has been purchased and is currently being configured in order to progress an implementation plan to be drafted and agreed by the end of April. The current position with regards to statutory compliance is being reviewed by Strategic Estates with SMT being provided with a gap analysis. HSE inspection undertaken on electrical safety (24/3/17), two improvement notices issued. Statutory Maintenance Audit included in 2017/18 Health and Safety Objectives, Building Managers and Health and Safety to undertake.</li> <li>Health and Safety support to schools to be included in the restructured Health and Safety team and funded via a SLA</li> </ul>	Christine Salter

Risk Description	Potential Consequence	L	C	Inherent Risk	Current/Existing Controls	L	C	Residual Risk	Proposed Improvement Action	Risk Owner
					going forward to ensure that all policies are up to date and reflect current practice within the Council.				<p>service with schools. This will improve the standards of health and safety practice and compliance as well as avoid schools paying for external consultant's whose competency is questionable.</p> <ul style="list-style-type: none"> <li>• Risk Assessment Library to be included in the RAMIS system and populated by Service Areas, this will permit audit and review of risk assessments and will remind Service Areas of review dates – to be included in the RAMIS implementation plan. Service areas requested to review Risk Assessments via. 17/18 corporate Health and Safety Objectives.</li> <li>• Review of Policy/Codes of Guidance – Corporate Policy and 13 Codes of Guidance reviewed and uploaded to CIS, further reviews planned in 2017, particular priorities are Violence and Work, Control of Vibration, Stress and Wellbeing, Asbestos Management and Fire Safety.</li> <li>• Health and Safety training via. The Academy commenced in October 2016, a suite of Corporate H&amp;S courses are currently being offered, it is hoped that the SLA with Caerphilly for this service can continue. Competency in asbestos management is required for employees and contractors, included in Health and Safety Objectives for 17/18.</li> <li>• Review of Violence at Work and PACD System undertaken and improvements to the PACD system underway, which will ensure that the information held on the system is accurate, up to date and held in line with the DPA. Requested reviews of entries have generally not been undertaken by the timescale stipulated, this will result in out of date entries being removed, prior to reconfiguring the new system. Users who have not accessed the system during the past 12 months will also have access withdrawn but will be advised to contact Health and Safety to re-instate access if required.</li> </ul>	
<p><b>Climate Change &amp; Energy Security</b></p> <p>In-preparedness to the effects of climate change due to lack of future proofing for key (social and civil) infrastructure and business development, and inability to secure consistent energy supply due to rising energy costs and insecurity of energy supply.</p>	<p>Reputational / Financial / Stakeholder / Service delivery / Legal / Partnership / Community / Health &amp; Safety</p> <p>Flooding &amp; increased frequency and severity of storm events:</p> <ul style="list-style-type: none"> <li>• Loss of life and personal injury</li> <li>• Direct damage to property, infrastructure and utilities</li> <li>• Contamination and disease from flood and sewer water and flood on contaminated land</li> <li>• Increased costs of insurance</li> <li>• Break up of community and social cohesion</li> <li>• Blight of land and development</li> </ul> <p>Increased summer temperatures:</p> <ul style="list-style-type: none"> <li>• An increase in heat related discomfort, illness and death, increasing pressure on health and emergency services</li> <li>• An increase in demand for limited water supplies</li> <li>• Damage to temperature sensitive infrastructure (transport systems, electrical systems).</li> <li>• Migration of biodiversity.</li> </ul> <p>Inconsistent energy supply and cost:</p> <ul style="list-style-type: none"> <li>• Inability to deliver public services</li> <li>• Decrease in economic output</li> <li>• Disruption to the supply of utilities</li> <li>• Increased transport costs</li> <li>• Increased costs for heating / providing services to buildings</li> <li>• Increased fuel poverty</li> </ul>	B	1	High Priority	<p><b>Emergency Management Unit</b></p> <p>Cardiff Council Emergency Management Unit is working through the Local Resilience Forum (LRF) structure to ensure planning is carried out with consideration of flood risk.</p> <ul style="list-style-type: none"> <li>• Cardiff Area Community Risk Register is developed and reviewed on a regular basis by the Cardiff Area Risk Group. It takes into account changes in the national risk register and how those changes affect Cardiff.</li> </ul> <p>We are engaging internally with The Welfare of Future Generations Act to integrate the community work with the Councils strategy and externally with voluntary organisations such as C3SC to provide training to community groups across Cardiff</p> <ul style="list-style-type: none"> <li>• Cardiff Council Emergency Management Unit have in place a long term communication strategy in Cardiff in conjunction with multi agency partners highlighting flood awareness alongside other emergency eventualities such as extreme temperatures and how residents, businesses and communities can be aware of the risks in their area and hence better prepare for them should that risk materialise. Cardiff has 5 active community flood plans with others in the planning stage. We have produced a 'Preparing for Emergencies – A Guide for Communities' document which is now available to all agencies and organisations. It provides information on how to prepare, respond and recover from an incident including flooding. The document can be found via the following link; <a href="https://www.cardiff.gov.uk/ENG/Your-Council/Strategies-plans-and-policies/Emergency-Planning-and-Resilience/Emergency-Planning-and-Resilience/Pages/default.aspx">https://www.cardiff.gov.uk/ENG/Your-Council/Strategies-plans-and-policies/Emergency-Planning-and-Resilience/Emergency-Planning-and-Resilience/Pages/default.aspx</a></li> </ul> <p>We have procedures in place to alert relevant departments within the council to extreme temperatures and work with partner agencies in line with Welsh Governments Heatwave Plan, this can be found via the following link; <a href="http://www.wales.nhs.uk/docopen/218909/">http://www.wales.nhs.uk/docopen/218909/</a></p> <p><b>Energy Management Unit</b></p> <ul style="list-style-type: none"> <li>• The Council procures competitive energy contracts through the Crown Commercial Services on a 6 monthly purchasing window for the following 12 month financial year.</li> <li>• Key sites are fitted with back-up generators for emergency backup, specifically for IT systems.</li> <li>• The Carbon reduction Strategy 2022 identifies projects and activities through 4 strands in order to achieve a 35% reduction in the council's carbon emissions from electricity and gas by 2022. These include; Renewables, energy Efficiency, Design and Asset Management and Behaviour Change.</li> <li>• The new strategy is accompanied by a project programme which is currently being implemented with projects categorised across all strands.</li> <li>• Key project achievements include 16 LED lighting upgrades to schools, 700kW of solar PV installed across the estate as well as the commissioning of the Radyr Weir Hydroelectric scheme with a capacity of 400kW,</li> <li>• Progress in 2015/16 has achieved a 6.9% reduction in carbon versus 2013/14</li> </ul>	B	1	High Priority	<p><b>Flood Risk Management</b></p> <ul style="list-style-type: none"> <li>• An officers flood working group has been established to improve internal and key stakeholder communications on flooding issues.</li> <li>• Identify where flood risk information is in place for key social and civil infrastructure and identify where there are gaps (i.e. contaminated land).To consider flood risks recognised in the Community Risk Register in the Community Planning/Integrated Partnership process. Community resilience workshops continue in high risk areas</li> <li>• The proposal to further progress Surface Water modelling further in line with national guidance and deadlines to inform the Cardiff Area Flood Plan awaits the next guidance from the Welsh Government</li> <li>• To consider the long term planning implications for coastal protection owned/managed by the Council. Funding of £400k has been secured from Welsh Government for 2016/17 to develop a Project Appraisal Report to manage coastal flooding and erosion risk. The appraisal must consider wider benefits, and project appraisal will seek to identify options to remedy coastal erosion and will also have a consideration for the coasts flood defence standards.</li> </ul> <p><b>Emergency Management Unit</b></p> <ul style="list-style-type: none"> <li>• To consider flood risks recognised in the Community Risk Register in the Community Planning/Integrated Partnership process. Community resilience workshops continue in high risk areas</li> </ul> <p><b>Sustainable Development Unit</b></p> <ul style="list-style-type: none"> <li>• Climate Change to be considered as part of the Well-Being Assessment and subsequent actions in the Well-Being Plan.</li> <li>• Work to be undertaken with both the Covenant of Mayors and the Compact of Mayors to agree a consistent method of emissions reporting and action planning so as to not duplicate efforts and get maximum benefit from the commitments.</li> </ul> <p><b>Energy Management Unit</b></p> <ul style="list-style-type: none"> <li>• Progress has been made to establish up to date energy budgets.</li> <li>• Deliver development of local power generation within city boundaries and with neighbouring LAs by securing heat networks, deliver the Affordable Warmth Strategy through measures such as ECOT2 and Green Deal opportunities, provide supplementary planning guidance on passive and</li> </ul>	Andrew Gregory

Risk Description	Potential Consequence	L	C	Inherent Risk	Current/Existing Controls	L	C	Residual Risk	Proposed Improvement Action	Risk Owner
				High	<p>baseline.</p> <p><u>Local Flood Risk Management Strategy</u> A Local Flood Risk Management Strategy was produced as a requirement of the Flood and Water Management Act 2010 in accordance with WG's Flood &amp; Coastal Risk Strategy guidance. The LFRMS integrates; the PFRA, a coastal protection strategy, stakeholder communications and sets a clear corporate approach to flood management.</p> <p><u>Flood Risk Management Plan</u> In 2013, as a requirement of the Flood Risk Regulations 2009, the Environment Agency, working with Natural Resources Wales and Lead Local Flood Authorities, produced the updated Flood Map for Surface Water (uFMfSW). The maps identify the risk, extent, velocity and hazard posed to Cardiff for a series of rainfall events.</p> <p>These maps have been used to inform the Flood Risk Management Plans, which Cardiff have produced as a requirement of the Flood Risk Regulations 2009. The plan sets out how Cardiff Council will over the next six years manage flooding so that the communities most at risk and the environment benefit the most. The plan does this by:</p> <ul style="list-style-type: none"> <li>• Highlighting the areas most at risk of flooding from surface water, ordinary watercourses and groundwater in Cardiff Council's area;</li> <li>• Draws conclusions from these risks; and</li> <li>• Sets out the measures that will be implemented over the 6 year cycle to mitigate these risks and make our communities more resilient.</li> </ul> <p><u>Planning</u> The Local Development Plan was adopted in January 2016 and includes policies seeking to reduce flood risk and new development. In order to monitor the effectiveness of these policies the LDP Annual Monitoring Report (AMR) includes indicators relating to flood risk which set targets that no planning permissions will be granted for highly vulnerable development within C2 floodplain area and only within C1 floodplain area if it meets TAN15 tests. There is also an indicator committing the Council to prepare Supplementary Planning Guidance (SPG) relating to Flooding to support and amplify the flood risk related policies in the adopted LDP.</p> <p><u>Sustainable Development Unit</u></p> <ul style="list-style-type: none"> <li>• Changing Climate, Changing Places pilot project.</li> <li>• Strategic climate change resilience action plan approved by Cabinet in 2013 as part of a wider One Planet Cardiff Cabinet Report. Actions and recommendations in the plan cover heat planning and flooding issues.</li> <li>• Corporate PI on climate change resilience developed to help support the authority and its services to be prepared for a changing climate, and to enable robust reporting to WG on this work (in line with the potential reporting requirements of the Climate Change Act and Well-being of Future Generations Act). However, there has been limited response from Directorates due to key staff leaving and organisational changes.</li> <li>• The Council has signed up to the Compact of Mayors in addition to its existing commitment to the Covenant of Mayors. Initial data submitted for the Compact of Mayors Carbon Disclosure Project.</li> </ul>			High	<p>renewal heating systems to new build and retrofit schemes.</p> <ul style="list-style-type: none"> <li>• Energy security related issues to inform corporate financial systems revised buying and power consumption monitoring arrangements to save money and reduce demand and provide corporate &amp; community planning for Energy City Wide to Business and public sector.</li> <li>• Further guidance to be disseminated to service areas on energy security and energy savings opportunities such as implementation of Carbon Culture, delivering extensive energy invest to save programmes on the Council Estate.</li> <li>• Delivering renewables within larger properties to lower dependency to grid supply.</li> <li>• Energy Performance certificates undertaken to Council owned stock to improve understanding along with a variety of energy efficiency measures (cavity / loft / external wall insulation and boiler upgrades) funded via ARBED, ECO and Green Deal.</li> </ul> <p><u>Planning</u></p> <ul style="list-style-type: none"> <li>• Use Project Management techniques and partnership working to effectively manage process of preparing LDP Annual Monitoring Report (AMR) and programme of Supplementary Planning Guidance (SPG).</li> </ul>	
<p><b>Information Governance</b></p> <p>Information handled inappropriately leaves the Council exposed to intervention and financial penalties issued by the Information Commissioner (ICO). This includes information held by Cardiff Schools</p>	<p>Reputational / Financial / Legal / Service delivery / Stakeholder</p> <ul style="list-style-type: none"> <li>• Leads to the Information Commissioner issuing notices of non-compliance</li> <li>• These could consist of:</li> <li>• a Stop Now Order which would mean that no personal data could be processed by the Council in its entirety</li> <li>• An Information Notice which would mean that a service would have to provide information in a very limited period thereby impacting on service delivery</li> <li>• Undertaking which requires an Action Plan of Remedial Measures which would be subject to ICO Audit</li> <li>• Enforcement Notice requires immediate improvement action to be put in place</li> <li>• Financial Penalty up to £500,000 (currently)</li> <li>• The General Data Protection Regulation will come into force in May 2018 and puts in place a new Enforcement Regime and financial penalty structure. The maximum fine will be 4% of turnover or 20,000,000 euros</li> </ul>	A	1	High Priority	<ul style="list-style-type: none"> <li>• Information Security Board chaired by the SIRO held quarterly.</li> <li>• Suite of Information Governance Policies in place.</li> <li>• Processes for Information Requests, Data Loss in place.</li> <li>• The Information Governance Training Strategy in place and a revised e-learning programme developed to take forward data protection training. This e-learning platform is a bilingual training programme.</li> <li>• Information Requests and Training compliance monitoring reports provided and reported to Information Security Board, SIRO.</li> <li>• The processing of CCTV requests (section 35 requests) has been centralised to ensure that these are dealt with appropriately</li> <li>• ICO Consensual Audit determined that the Council is considered to have a 'reasonable level of assurance' in place</li> <li>• Procurement contracts to include a clause regarding 3rd Parties processing personal data</li> <li>• Privacy Impact Assessment process realigned and a PIA Board established to ensure that the Council, when changing systems and processes where personal data is involved, considers relevant legislation. (in preparation for the new EU requirements)</li> <li>• PQA process includes the requirement for PIA's where personal information is being processed</li> <li>• Advice and assistance provided to the National Adoption Service and Rent Smart Wales continues as Cardiff Council is the Data Controller for these services</li> </ul>	B	1	High Priority	<ul style="list-style-type: none"> <li>• The Information Governance Team (responsible for the Governance of CCTV) have compiled a register of all CCTV devices owned by the Council. A review of the use of these devices is being undertaken through the council's Information Security Board and the nominated Directorate Information Asset Owners</li> <li>• The remaining 10% of Information Requests sitting in Directorates will be brought into the Information Governance Team during qtr. 1 of 2017/18 in line with the 'One Council Approach'.</li> <li>• An Information Governance Maturity Model and Assessment will be considered by the SIRO in qtr. 1 of 2017/18 and the CRR entry revised using this as the source evidence.</li> <li>• The Digitalisation of Paper Records Strategy and associated business process changes will be introduced in qtr. 1 of 2017/18</li> <li>• A gap analysis and GDPR Implementation Plan will be in place during qtr1 of 2017/18</li> </ul>	Christine Salter  (Vivienne Pearson)

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					<ul style="list-style-type: none"> <li>Advice and assistance provided to collaborative services of the Educational Consortium, Vale, Valleys and Cardiff Regional Adoption Service where Cardiff is not the Data Controller</li> <li>Advice and Guidance Service in operation to Cardiff Schools (with the exception of Eastern High and St Illytds) to support compliance within schools and governing bodies</li> <li>Advice and guidance available to Directors and Lead Officers on the Information Governance aspects of Alternative delivery Models</li> <li>Digitisation of Records forms part of the considerations of the OD Programme for services becoming 'digital by default'</li> <li>Work to support the Shared Regulatory Service (SRS) is in place to ensure that the on-going information governance requirements are met and delivered linked to the wider Governance arrangements of this venture</li> </ul>					
<p><b>Social Services – Provision</b></p> <p>Failure to provide robust and adequate social services in the context of increasing costs and limited resources.</p>	<p>Reputational / Community / Legal / Financial / Stakeholders / Service delivery</p> <p>Quality and range of services and interventions compromised, e.g.:</p> <ul style="list-style-type: none"> <li>Safety and welfare of individuals in the community compromised.</li> <li>Achievement of good outcomes for service users compromised.</li> <li>Shortage of appropriate services including placements.</li> <li>Inability to meet key objectives and performance targets.</li> <li>Increase in challenges from carers, including financial challenges.</li> <li>Increase in Delayed Transfers of Care (DToC).</li> </ul>	B	1	High Priority	<p>Strategic service improvement governance arrangements including:</p> <ul style="list-style-type: none"> <li>Organisational Development Programme.</li> <li>Multi agency Improving Services to Children Board.</li> <li>Adult Services Improvement Board.</li> <li>Vulnerable Families Partnership Board.</li> <li>Social Services Reshaping Programme.</li> <li>Adult Social Care Strategic Commissioning Programme.</li> <li>Internal Review team within Assessment &amp; Care Management continues to focus on delivery of targeted reviews and reviewing packages of domiciliary care for individuals.</li> <li>Adult Social Services Position Statement completed.</li> <li>Disability Futures Programme in place to transform futures for disabled children.</li> <li>Community Resource Team moved to 7 day working.</li> <li>Comprehensive ICF funded interventions designed to strengthen domiciliary care capacity in place.</li> <li>Growth proposals for operational safeguarding capacity in 2017/18 budget.</li> <li>Financial 5-10 year analysis of growth and pressures commenced <ul style="list-style-type: none"> <li>Children's Services analysis presented to Cabinet in November.</li> <li>Adult Services analysis presented to Cabinet in March.</li> </ul> </li> <li>Redesign services for children with emotional, behavioural or mental health difficulties (University Health Board led).</li> <li>Key strategies to promote independence, manage demand and enhance prevention in place as follows: <ul style="list-style-type: none"> <li>Early Help Strategy (for children).</li> <li>Multi-Agency Safeguarding Hub (MASH).</li> <li>Adolescent Resource Centre.</li> <li>Signs of Safety.</li> </ul> </li> </ul>	B	2	High Priority	<ul style="list-style-type: none"> <li>Locality pilot designed to integrate Council, Housing, Primary Care, GP clusters and domiciliary care provision within defined geographical areas to commence in 2016-17 – plans progressing well.</li> <li>Combined overall Social Services 5-10 Year Financial Strategy to be finalised.</li> <li>New key strategies to promote independence, manage demand and enhance prevention to include: <ul style="list-style-type: none"> <li>Develop outreach Community Resource Team services.</li> <li>Develop Older People's Housing Strategy.</li> </ul> </li> </ul> <p>Redesign of Day Opportunities for Learning Disabilities to include capital programme.</p>	Tony Young
<p><b>Promoting Independence</b></p> <p>Failure to sustain an effective whole system approach that enables adults with significant health needs to remain in, or return to, their own homes and reduces the need for / length of hospital stays.</p>	<p>Reputational / Legal / Financial / Community / Stakeholders / Service delivery</p> <ul style="list-style-type: none"> <li>Increase in Delayed Transfers of Care (DToC).</li> <li>Poorer outcomes for adults.</li> <li>Potential ministerial intervention incurring significant reputational and political risk.</li> </ul>	B	1	High Priority	<ul style="list-style-type: none"> <li>Leadership group established to tackle DToC - consisting of Cabinet Members from the Cardiff, Vale of Glamorgan, Chair of UHB and relevant officers.</li> <li>Performance challenges set to improve DToC - includes ongoing close monitoring of DToC Plan.</li> <li>Joint action plan received and agreed by the Health Minister under frequent review to monitor progress.</li> <li>Health &amp; Social Care Integration - continued progression on integration with Health - partnership / governance.</li> <li>Community Resource Team moved to 7 day working.</li> <li>Comprehensive ICF funded interventions designed to strengthen domiciliary care capacity in place.</li> <li>Strategy to engage more proactively with the market in order to support better sustainability in domiciliary care established.</li> </ul>	C	1	Medium Priority (Red/Amber)	<ul style="list-style-type: none"> <li>WAO Review endorsed improvements in partnership landscape in Cardiff and establishment of a senior 'Virtual Team' now bringing benefits in terms of shared operational 'grip'.</li> <li>Performance continues to improve subject to winter pressures</li> <li>Market management impacting effectively and containing 'price'.</li> <li>Strategic review of reablement as part of ODP.</li> <li>Strategic review of Matrix (Adam) and Proactis commissioning platform under way with a view to considering new framework arrangements.</li> </ul>	Tony Young
<p><b>Performance Management</b></p> <p>A performance management culture is not embedded within the Council leaving the Council exposed to intervention by Welsh Government in line with the Local Government (Wales) Measure 2009 and associated requirements.</p>	<p>Reputational / Service delivery / Stakeholder</p> <ul style="list-style-type: none"> <li>The strategic and corporate level changes do not have the intended impact because they are not fully embedded in operational practices.</li> <li>Council unable to accelerate performance improvement as planned/desired.</li> </ul>	B	2	High Priority	<ul style="list-style-type: none"> <li>The Council's improved approach to the way it manages its performance was recognised by the Wales Audit Office's follow-on report, but it is also clear there is more work to be done to build on the success achieved so far. A Performance Management programme has been put in place to deliver the required change to address three key areas relating to Reporting, Planning and Challenge.</li> <li>The Council's approach to Performance Management will continue to develop the way in which Benchmarking data is used, with specific emphasis on measuring the Council's improvement compared to Local Authorities across Wales and in the Core Cities group.</li> <li>Balanced Scorecards are produced each quarter and circulated to Cabinet and Directors for use in improving communication of performance. The continuing development of a scorecard approach to reporting is a key part of the Performance Management programme of activity.</li> <li>The project teams have ensured their work incorporates the requirements of The Well-Being of Future Generations Act 2015, and the managed transitions between the Local Government (Wales) Measure 2009 and the requirements of the new legislation.</li> </ul>	C	2	Medium Priority (Red/Amber)	<ul style="list-style-type: none"> <li>Developing a reporting framework that allows the right audiences to focus on the right level of detail to better aid decision-making. Some elements of this will be used in the Q4 2016-17 performance reporting cycle and it will be fully implemented for the reporting of performance for Q1 2017-18 to ensure robust reporting arrangements for the WCFG Act</li> <li>Ensuring greater effectiveness of corporate planning frameworks, with clearer accountabilities and enhanced 'line of sight'</li> <li>A new Directorate Delivery Plan template has been developed, which also incorporates the Future Generations requirements and the 5 ways of working. All directorates are developing these plans and will use them from April onwards. They will be used and monitored throughout the year to ensure they represent a clear and up to date statement of what the directorate is aiming to deliver and the progress it is making.</li> </ul>	Christine Salter (Joe Reay)

Risk Description	Potential Consequence	L	C	Inherent Risk	Current/Existing Controls	L	C	Residual Risk	Proposed Improvement Action	Risk Owner
					<ul style="list-style-type: none"> <li>The project teams have developed a new Quarterly performance report template that has been considered and accepted at SMT and formed the basis for reporting at Q1. Incremental changes to this were introduced in Quarter 2 and further improvements will be made in Q3.</li> <li>Increasing the transparency with which we manage our performance</li> <li>The Self-Assessment process has been completed and fed into the SMT Corporate Plan workshop which identified high level key themes that link the Wellbeing &amp; Future Generations Act.</li> <li>Consistent RAG ratings have been agreed and developed for Corporate Plan commitments</li> <li>A consistent RAG methodology has been developed to enable a mathematical approach be applied to performance indicators</li> <li>Directorate scorecards were introduced for the Quarter 2 performance report and presented to PRAP, these were well received and will continue to be used and developed</li> <li>PSG (Performance Support Group) has been established. This group reviews the Quarterly Performance Report to identify where and how performance can be improved. The group also identify areas for further discussion at SMT and Star Chamber</li> <li>Wellbeing objectives have been developed in line with the Corporate Plan development timeline and endorsed by SMT and presented to informal cabinet</li> <li>A target setting process and pro forma has been developed to support the use of appropriate measure and accurate targets in the Corporate Plan and Directorate Delivery Plan</li> <li>A new Directorate Delivery Plan template has been developed which also incorporates the Future Generations requirements and the 5 ways of working. This has been presented to PSG and the template has been endorsed by SMT</li> <li>Reporting scorecards have been trialled by representatives of PSG. These were presented at PSG and were well received.</li> <li>The Corporate Plan has been developed and approved by Full Council</li> </ul>				<ul style="list-style-type: none"> <li>Service Level scorecards are currently being developed across the Council. These will be used from the start of 2017-18 by all Services and will combine planning and reporting elements. This will give the organisation a consistent view of what each Service is trying to achieve and the progress they are making.</li> <li>These Scorecards will be used, where appropriate, to provide additional detail to supplement the reporting against the Strategic Directorate Priorities and the Corporate Plan Wellbeing Objectives.</li> </ul>	
<p><b>Organisation Development</b></p> <p>OD projects fail to deliver the radical change required to deliver efficiency savings and service changes, due to service and resource pressures.</p>	<ul style="list-style-type: none"> <li>The Council's budget constraints are so severe that the consequence of not delivering large-scale change could have a major impact on customer services.</li> <li>Radical changes to service delivery models may impact on the Council's reputation if not planned, co-ordinated and governed effectively.</li> <li>If change is not delivered, there could be unplanned reduction in staffing to achieve savings, which would result in loss of business knowledge and resources to implement change.</li> <li>Reputational impact if services do not meet increasing customer expectations.</li> <li>If change is not effectively planned, managed and implemented it may be delayed and subsequently impact on the Council's ability to achieve necessary savings and service improvements.</li> <li>With the increased budget pressures, the Council may not have sufficient capital and revenue to invest in technology which would achieve medium and long-term improvements and savings.</li> </ul>	B	1	High Priority	<ul style="list-style-type: none"> <li>Governance arrangements established, led by the Chief Executive and Programme Boards, chaired by Directors to ensure change is delivered</li> <li>Disciplined approach, where risk assessment forms an integral part of the approach to change</li> <li>Programmes initiated with dedicated resources</li> <li>Experienced gained by managing programmes and projects over a number of years, building on lessons learned</li> <li>Building capacity and capability across the organisation through development opportunities and skills transfer</li> <li>Appropriate engagement and stakeholder management, including Trade Union meetings and updates for PRAP, Scrutiny and Internal Audit.</li> <li>Improving compliance to project and programme management governance standards by streamlining core processes and enhancing reporting, increasing transparency across change initiatives.</li> <li>Continued implementation of Programme &amp; Project Management Database to enhance management information and reporting. Investment Review Board review/approve Business Cases and prioritise resources.</li> <li>Organisational Development Board joined up with Senior Management Team who meets monthly to discuss the OD Programme. This ensures all Directors are fully engaged with the OD Programme.</li> <li>OD/SMT Board approved Programme Briefs for Reshaping Services, Enabling &amp; Commissioning and all component programmes. OD/SMT have approved the draft Digital Strategy, ahead of formal submission to Cabinet in May 2016.</li> <li>Improved reporting for the OD Programme has been developed (Dashboard Reports) and implemented at OD/SMT Board. These reports are produced 4-weekly.</li> <li>Appointment of programme managers to oversee the OD Programme (OM2 in April 2015 and OM1 in August 2015) has provided additional capacity and direction.</li> <li>SharePoint implementation within OD began in December 2015 and will continue through spring 2016, further improving information management, efficiency and internal communications.</li> <li>Control Risk Self-Assessment tool piloted in OD to inform strengths and weaknesses in controls and help prioritise areas for improvement.</li> <li>PRAP Scrutiny Committee received an update on the ODP in January 2017.</li> </ul>	C	2	Medium Priority (Red/Amber)	<ul style="list-style-type: none"> <li>New Programmes &amp; projects being initiated as part of Organisational Development – driving change from within Directorates, but corporately governed.</li> <li>SMT receive monthly updates on the ODP via two dashboards. These contain details on new issues/risks, progress updates on projects, resources allocated to the programme and 'deep dives' on selected projects.</li> <li>An organisational development process has been drafted to ensure that any new work given to the OD team is reviewed and prioritised. This new process may well lead to some work not being resourced by the OD team and therefore we are looking for SMT to be involved in this new way of working. This will be presented as part of the ODP review.</li> <li>The Social Services Improvement Programme and the Vulnerable Children &amp; Families Programme (that both sit within the Reshaping Services Programme) have now been evaluated and a single Social Services Development Programme has been established. A number of new projects have been identified, as well as current projects that are now either closed or have become BAU, and meetings will take place during April to develop this new Programme further. This new Programme will also need to be considered as part of the independent review that is being carried out of the ODP.</li> <li>The external independent review commenced in March 2017, and a report is to be issued in April 2017.</li> </ul>	Christine Salter (Dean Thomas)
<p><b>Business Continuity</b></p> <p>Large scale incident/loss affecting the delivery of services.</p>	<p>Reputational / Legal / Financial / Stakeholder / Service delivery / Health &amp; safety</p> <ul style="list-style-type: none"> <li><b>Health and Safety</b> – potential impact on staff and on the public relying on our most, time sensitive, critical services.</li> <li><b>Legal action</b> -Failure of key services could lead to Legal action against the council.</li> <li><b>Financial</b> - Failure of key services could lead to significant financial cost both in terms of Ombudsman action and Enforcement action from</li> </ul>	B	1	High Priority	<ul style="list-style-type: none"> <li>The Council has a BCM Champion who sponsors BCM at a strategic level and is actively supporting the BCM Programme.</li> <li>We have an approved Business Continuity Policy which is aligned to ISO22301.</li> <li>BCM Intranet web page.</li> <li>BCM toolkit is now available on CIS allowing all service managers to develop an appropriate BCM response for their services allowing future effective maintenance and audit. BCM workshops are available from the BC Officer on request.</li> <li>The Council has employed a Business Continuity Officer (appointed October</li> </ul>	C	1	Medium Priority (Red/Amber)	<ul style="list-style-type: none"> <li>The BC Officer is working closely with Facilities Management to ensure they have effective plans in place to help manage possible business disruptions to our core buildings.</li> <li>Work with ICT to ensure our core infrastructure is as resilient as practical to support a resilient and effective delivery of essential ICT services and the effective planning for recovery of critical IT services after an incident that affects our IT.</li> <li>The Emergency Management Unit are planning a piece of</li> </ul>	Christine Salter

Risk Description	Potential Consequence	L	C	Inherent Risk	Current/Existing Controls	L	C	Residual Risk	Proposed Improvement Action	Risk Owner
	<p>regulatory bodies as well as individual legal action against the corporate body where service failure leads to legal action against us from private claimants.</p> <ul style="list-style-type: none"> <li>• <b>Reputational</b> - Impact on key services to the public could lead to significant reputational damage to the organisation.</li> <li>• <b>Stakeholder</b> – Impact on key stakeholders as result of failure.</li> <li>• <b>Service delivery</b> – Potential significant impact on service delivery to the public, impact of key services could lead to significant impacts to the public and the corporate body un delivering its services.</li> </ul>				<p>2010). The officer is a qualified ISO22301 lead auditor.</p> <ul style="list-style-type: none"> <li>• The Emergency Management Unit has developed an Incident Management Plan (Cardiff Councils Emergency Management Plan) to ensure alignment with ISO22301 this has been distributed to all Directorates.</li> <li>• The Council has a 24 hour Incident Management structure for Gold and Silver Officers.</li> <li>• The Red and Amber activities were last reviewed in July 2014. The BCM Champion presented a report to the SLT on the position on all the Red and Amber activities. Directors, Assistant Directors and Chief Officers were tasked with ensuring that their Red and Amber activities had business continuity plans produced and audited by the end of 2014/2015.</li> <li>• A partnership approach between the Emergency Management Unit and the Corporate Risk Steering Group is helping to raise awareness and drive forward the BCM programme.</li> <li>• 87% of our most time sensitive activities (Reds) now have Business Continuity plans which have met, or are going through, audit. Work on the remaining plans is ongoing to close gaps and bring them up to date and in line with the corporate audit requirement</li> <li>• 24 % of our Amber activities now have business continuity plans which meet the business continuity audit requirement.</li> <li>• Cardiff Council is a member of the Core Cities Business Continuity Group and has been for the last 7 years. This membership allows the sharing of best practice and joint initiatives between group members.</li> <li>• The Business Continuity Officer has been working closely with the procurement section of Resources to ensure that the resilience of suppliers is considered carefully when procuring services which are important to our most time sensitive activities, our Red and Amber activities.</li> <li>• Internal Audit conducted an audit of the Business Continuity Risk in the first 2 quarters of 2015 / 2016 a briefing note has been issued to SLT on the current position and actions moving forward to further enhance our organisational resilience.</li> <li>• The BC Officer is actively supporting the development of an appropriate Threat and Response Policy to support council security arrangements.</li> <li>• The Business Continuity corporate risk has just gone through a further Internal Audit review and the BC Officer has worked closely with Internal Audit to provide them with the support, evidence, and guidance needed to allow them to review this risk.</li> <li>• The Corporate Emergency Management Plan was fully revised and updated in March 2017.</li> </ul> <p>The Corporate Incident Management structure and Emergency Management Plan, and the Corporate recovery plan were exercised and validated in a corporate wide exercise on the 29<sup>th</sup> of March 2017, this exercise also provided an opportunity for individual Business Continuity plans to be activated.</p>				<p>partnership work with ICT to support areas that provide red activities in assessing the impact the loss of technical services, and ensuring suitable mitigation is in place to make our red services more resilient, where this is possible.</p> <ul style="list-style-type: none"> <li>• Work with the teams involved with looking at the potential of using alternative delivery models for council services. Identifying risks associated with alternative delivery models for specific services and recommend potential risk management solutions for implementation, to protect the delivery of our most critical services.</li> <li>• The Business Continuity Officer is working to develop and enhance individual Directorate response capability to ensure Directorates are in a stronger position to respond to incidents which could impact on the Council and our most time sensitive activities.</li> <li>• The Business Continuity Officer is proposing working closely with Education and Life Long Learning to support them in developing a school specific Business Continuity Plan template to enhance schools resilience capability.</li> </ul>	
<p><b>Legal Compliance</b></p> <p>Changes in services and staff roles across the Council resulting in:</p> <ul style="list-style-type: none"> <li>- gaps in Council wide knowledge of the local authority framework of responsibilities and duties within which we have to operate;</li> <li>- inability to deliver the services in accordance with all duties and responsibilities due to lack of resource:</li> </ul> <p>In each case leading to increased risk of challenges.</p> <p>Reduction and changes in front-line services, discretionary and statutory, will lead to increased risks of challenge from users and other stakeholders affected.</p>	<p>Reputational / Legal / Financial / Service delivery</p> <ul style="list-style-type: none"> <li>• Increase in number of challenges and complaints with consequences in terms of already stretched resources and impact of adverse decisions</li> <li>• Implementation of decisions delayed due to challenges and potentially fatally disrupted.</li> <li>• Impact on projects if reputation for sound management and implementation of projects is damaged</li> <li>• Major incident.</li> <li>• Adverse press/media reaction</li> <li>• Involvement from Welsh Government in terms of performance standards or measures.</li> <li>• Increased costs</li> </ul>	<b>B</b>	<b>2</b>	<b>High Priority</b>	<ul style="list-style-type: none"> <li>• Professional internal legal and financial advice provided to a high standard.</li> <li>• Maintaining robust decision making process with legal implications on all Council, Cabinet and Committee reports and Officer Decision Reports at Director level.</li> <li>• Appropriate use of NPS Legal Services by Solicitors Framework to increase resilience.</li> <li>• Dedicated teams in specialist areas e.g. equalities, FOI / DPA.</li> <li>• Sharing training/publications received.</li> </ul>	<b>C</b>	<b>2</b>	<b>Medium Priority (Red/Amber)</b>	<ul style="list-style-type: none"> <li>• Prioritisation of work to make best use of internal expertise (including programme of projects in accordance with SMT decision)</li> <li>• Further development of standard precedents with guidance for use in cases of low value/low risk/repetitive matters</li> <li>• Provide legal training to Directorates to develop knowledge within Directorates of specific statutory functions.</li> <li>• Encourage Directorates to ensure reports are discussed at preliminary stage in development to ensure all legal issues are addressed early</li> </ul>	<b>Davina Fiore</b>

Risk Description	Potential Consequence	L	C	Inherent Risk	Current/Existing Controls	L	C	Residual Risk	Proposed Improvement Action	Risk Owner
<p><b>Education – Schools Delegated Budgets</b></p> <p>Secondary Schools with deficit budgets do not deliver agreed deficit recovery plans, impacting on the overall budgets for all schools.</p>	<p>Reputational / Legal / Financial.</p> <ul style="list-style-type: none"> <li>Budget implications.</li> <li>Reducing educational standards.</li> </ul> <p>Intervention from WG</p>	A	2	High Priority	<ul style="list-style-type: none"> <li>The 2017/2018 delegated budget allocations were issued to schools in early March 2017 and monitoring arrangements put in place for those schools showing financial concern.</li> <li>Officers from Education and Financial Services have started to work with individual schools through Headteachers and Governing Bodies to formulate Medium Term Financial Plans (MTFP) to seek to either balance individual school deficits within four financial years or to ensure that the accumulated deficits were frozen or slowed as much as possible.</li> <li>The previous fall in pupil numbers for certain schools made it clear that a longer period than four years was needed in order to achieve a balanced medium term position</li> <li>Officers continue to monitor and challenge those schools in deficit before allowing any additional financial commitments, both staffing and other expenditure.</li> <li>Work ongoing with all schools but focussed targeting on specific secondary schools to continue to dampen the growth in deficits and ensure that those that do occur are recoverable.</li> <li>Reviewing closely with Education Management Team and SOP in particular as to the opportunities available to address short medium term fall in pupil numbers for certain secondary schools</li> <li>For each school in deficit, the Council has identified a monitoring officer to provide an independent challenge to the school. This is in addition to the LFM Officer currently supporting that school</li> <li>Individual school budget monitoring positions reported to Education Management Team on a quarterly basis</li> <li>Officers have exercised the statutory powers of intervention in three secondary school governing bodies which is beginning to have a positive impact on the ability of the Council to ensure schools meet the targets set out in their deficit recovery plans.</li> <li>School Budget Forum has agreed a revised protocol for responding to schools in deficit and this needs regular review with a tightening on the number of deficit budgets accepted. This has been reflected in the harder message contained within the 2017/18 school budget letters and the 2017/18 Budget Report.</li> <li>Finance Officers continue to meet with Challenge Advisers to discuss individual schools in respect of their financial and school standard performance.</li> <li>The Council has been able to protect school delegated budgets over and above the Welsh Government threshold and a smaller number of schools than in 16/17 have been identified as requiring meeting with S151 officer and senior education officers. These meetings will take place in April and early May.</li> <li>The Council will also introduce an increased level of scrutiny of school curriculum plans through support identified with the Central South Consortium.</li> </ul>	C	2	Medium Priority (Red/Amber)	<ul style="list-style-type: none"> <li>Council make full use, if necessary, of formal warnings and powers of intervention.</li> <li>Officers exercise the statutory powers of intervention on a school or schools in deficit who are unable to provide a medium term financial plan, this may involve removing delegation from a Governing Body.</li> <li>Officers explore through the School Organisation Planning process how different organisational arrangements for schools would affect the supply of pupils to schools thus affecting their delegated budgets. This will include an understanding of the long term impact of any unused school supply places on the funding formula.</li> <li>Work is continuing with the School Budget Forum and consortium to ensure that the formula funding mechanism is transparent and remains fit for purpose whilst considering any interaction or impact of any grant allocation decisions.</li> <li>Maintaining the need for financial probity whilst ensuring that each school has the opportunity to improve school standards.</li> <li>Working with consortium to ensure that maximising value from constituent parts of Education Improvement Grant is secured and that there is clarity of allocation mechanism for 2017/18 and beyond.</li> <li>Following consultation with the School Budget Forum to undertake an audit during the Summer Term 2017 to identify the actual impact of the schools budget settlement at individual school level.</li> <li>Developing the medium term budget strategy for 2018/19 and providing early notification to budget forum and individual schools of likely impact of said strategy.</li> </ul>	Nick Batchelar (Neil Hardee)
<p><b>Fraud, Bribery and Corruption</b></p> <p>Fraud, financial impropriety or improper business practices increase as internal controls are weakened as resources become severely stretched.</p>	<p>Reputational / Financial / Legal / Service delivery / Stakeholder</p> <ul style="list-style-type: none"> <li>Increase in frauds and losses to the Council.</li> <li>Reputational risk as more frauds are reported.</li> <li>Increased time investigating suspected fraud cases.</li> </ul>	B	2	High Priority	<ul style="list-style-type: none"> <li>The Council communicates a zero tolerance approach to fraud, bribery and corruption.</li> <li>Regular review of relevant policies and procedures e.g. the Fraud, Bribery and Corruption Policy, Money Laundering Policy and Disciplinary Policy.</li> <li>Financial Procedure Rules and Contract Standing Order and Procurement Rules frameworks for staff to follow.</li> <li>Dedicated team of professionally trained and experienced investigators to prevent deter and detect fraud against the Council.</li> <li>Proactive work on National Fraud Initiative exercises led by the Internal Audit team, in collaboration with the Cabinet Office and Wales Audit Office.</li> <li>Receipt and dissemination of fraud intelligence alerts from law enforcement agencies.</li> <li>Regular reports to the Section 151 Officer and Audit Committee and the Chief Executive.</li> <li>Audit Committee review and assess the risk management, internal control and corporate governance arrangements of the authority.</li> <li>Independent assurance from Internal and External Audit on the effectiveness of governance, risk and control.</li> <li>Procurement team compliance role relating to contract procedure rules.</li> <li>Savings proposals are reviewed and supported by a robust business case and process in consideration of risks to the operation.</li> <li>Ongoing delivery of briefings to Schools on fraud and control risks.</li> <li>Cardiff Manager Programme includes session on risk management and compliance / control.</li> <li>Senior Management Assurance Statements – challenge to Directors and the Chief Executive.</li> <li>Provision of disciplinary management information on DigiGov.</li> <li>Multi-team collaboration in the development of the updated Disciplinary Policy and supplementary guidance materials.</li> <li>Mandatory disciplinary e-learning module for all managers to complete and a programme of mandatory e-learning modules and training for Disciplinary Hearing Chairs, Investigating Officers and Presenting Officers.</li> <li>Reported to Audit Committee September 2016, raising awareness of the three documents published by CIPFA and an Executive Summary on Fighting Fraud and Corruption Locally.</li> </ul>	B	3	Medium Priority (Red/Amber)	<ul style="list-style-type: none"> <li>Fraud Team to liaise with the Monitoring Officer and agree a policy for monitoring employees at work and a management framework for its enactment.</li> <li>Fraud Team to liaise with Monitoring Officer to produce a policy for undertaking online investigations.</li> <li>Continue to deliver the mandatory face to face training for Investigating Officers, Presenting Officers and Disciplinary Hearing Chairs.</li> <li>Develop and deliver a programme of training for investigatory interview note takers.</li> <li>Review process for ensuring appropriate fraud, bribery and corruption awareness for Council officers.</li> <li>Continued delivery of Cardiff Manager Programme.</li> <li>Fraud Team to review a sample of Disciplinary Hearing outcomes, challenge consistency of disciplinary sanctions and report findings to the Section 151 Officer and Audit Committee.</li> <li>HRPS to enhance DigiGov to facilitate changes introduced by the new Disciplinary Policy and the production of management information, by the end of quarter 1 2017/18.</li> <li>Measure the effectiveness of fighting fraud and corruption against the CIPFA strategy by the end of Q2 2017/18.</li> <li>Undertake a skills assessment of the investigation team and invest in training as appropriate.</li> </ul>	Christine Salter (Ian Allwood)

Risk Description	Potential Consequence	L	C	Inherent Risk	Current/Existing Controls	L	C	Residual Risk	Proposed Improvement Action	Risk Owner
					<ul style="list-style-type: none"> <li>A Fraud Publicity Strategy has been approved, to publicise the Council's approach to counter fraud work / sanction activity and explain the roles and responsibilities of key parties.</li> <li>A Prosecution Policy has been in place since mid-2016.</li> </ul>					
<p><b>Asset Management</b></p> <p>Ensure effective operation of the Council's Asset Management Board to achieve effective strategic oversight and identified savings.</p>	<p>Reputational / Legal / Financial / Health &amp; Safety / Stakeholders</p> <ul style="list-style-type: none"> <li>Poor use of assets / VFM.</li> <li>Lost opportunity for capital receipts.</li> <li>Increased maintenance.</li> <li>Prosecutions / fines.</li> </ul>	B	2	High Priority	<ul style="list-style-type: none"> <li>Cabinet formally approved a new Property Strategy in November 2014.</li> <li>Corporate Asset Management Board and supporting Working Group now set up to raise property profile and introduce more structured, disciplined approach to management of property and the Office Accommodation Rationalisation Programme.</li> <li>Established rolling programme of 'Fitness for Purpose' reviews of all council properties providing high level assessment of the current performance and value of buildings.</li> <li>Carbon Management / Energy Efficiency - Certificates / General Awareness / Introduction of Energy Renewables Strategy.</li> <li>Established Implementation Plan for the new Property Strategy.</li> <li>Determined governance and work programme updates for new Corporate Asset Management Board at meeting in January 2015.</li> <li>Review of Investment portfolio completed. Report on future strategy and direction of non-operational estate presented to PRAP in January 2015 for onward consideration by Cabinet in June 2015.</li> <li>Asset Management Plan considered by Cabinet in July 2015.</li> <li>Future Strategy and direction of the Council's non – operational Investment Estate approved by Cabinet in November 2015.</li> <li>Asset Management Board and Partnership Board fully operational.</li> <li>Delivered targets in Corporate Asset Management Plan in 2015-17 as follows: <ul style="list-style-type: none"> <li>Gross internal floor area reduced by 3.5%</li> <li>Maintenance backlog reduced by @£4.4m</li> <li>Running cost reduced by £1m</li> <li>Delivered £6.7 million capital receipts</li> </ul> </li> <li>Corporate Asset Management Plan 2016/17 considered by Cabinet in July 2016.</li> <li>A property investment board has been established comprising officers from Strategic Estates, Capital and Revenue Accounts and also an external property advisor. The external property advisor was appointed in March 16.</li> <li>Advisor appointed in Q1 to assist with the review of all investment assets and to develop an Investment Estate Strategy.</li> <li>Completed Insole Court community asset transfer (CAT), which was the largest CAT in Wales.</li> <li>Progressing Corporate Asset Management Plan targets. In quarter 2 we achieved a 0.9 reduction in GIA, 2.2% reduction in running costs, £3,054,000 reduction in maintenance backlog, and £2,401,710 in capital receipts.</li> <li>Inaugural Investment Estate Strategy completed. Approved by Cabinet and Scrutiny.</li> <li>Regular monthly Investment Estate Board meetings are taking place to manage implementation of the Strategy.</li> <li>On course to achieve the 5 year Corporate Property Strategy targets by April 2020. CAMP achievements for 2016/17 - 7.9% reduction in GIA (617,593 sqft), 9.2% reduction in running costs (£3.3m), £4,500,000 reduction in maintenance backlog and £6m capital receipts.</li> </ul>	D	2	Medium Priority (Amber/Green)	<ul style="list-style-type: none"> <li>The Real Estate IT project is to be incorporated into the Corporate Landlord OD Programme.</li> </ul>	Neil Hanratty
<p><b>Workforce Planning</b></p> <p>Importance of forecasting and planning to build capability and capacity for the future is not fully recognised and embedded.</p>	<p>Reputational / Financial / Stakeholder / Service delivery</p> <ul style="list-style-type: none"> <li>Poor service delivery due to ineffective use of resources.</li> <li>Lack of resources with the knowledge and skills the Council requires for future delivery</li> <li>Loss of resources and recruitment problems.</li> <li>Poor morale</li> <li>Loss of experienced staff members including managers</li> <li>Reduce the likelihood of attracting high calibre managers to Cardiff Council</li> <li>Risk of not meeting statutory and legislative requirements in relation to specific workforce requirement e.g. social care.</li> <li>Risk of workforce not representing the communities to which services are delivered.</li> </ul>	B	2	High Priority	<ul style="list-style-type: none"> <li>Workforce strategy developed and agreed by Cabinet in April 2015</li> <li>The Workforce Strategy programme has been developed to encompass a number of projects which relate to the requirements around this risk, including Workforce planning, Learning &amp; Development, PPDR review and Employee Voice.</li> <li>The Workforce planning project has a completed project brief identifying a number of key outputs required for workforce planning including with to review, develop and implement workforce planning</li> <li>Workforce planning dashboard data provided to each Directorate to inform Directorate Delivery Planning discussions and development. The alignment of DDP's and the Workforce Strategy has been piloted within Children's Services.</li> <li>Behavioural Competence Framework implemented, including 12 behavioural competencies set out in 4 levels as a way in which the Council describes its people and jobs.</li> <li>Work is being carried out on linking processes that can be used for the identification and development of potential e.g. Recruitment &amp; Selection, PPDR and Cardiff Academy and underpinning these with the Competency Frameworks.</li> <li>Additional research and benchmarking undertaken to help inform WFP approach going forward; including – attendance at WLGA – Work Force Planning Wales event. LGA/ Skills for Local Government hosted COP event.</li> <li>HR working with Directorates where required, to help identify appropriate strategies to support their WFP agenda.</li> <li>Children's Services have developed a Workforce Strategy for their area which is being reviewed on a regular basis.</li> </ul>	B	3	Medium Priority (Red/Amber)	<ul style="list-style-type: none"> <li>Work is being carried out with WLGA and WAO to look at a Wales wide workforce planning process for use within Local Authorities.</li> <li>The programme plan for the Workforce Strategy Programme gives full details of the improvement action plan. The milestones are set out in the programme plan and regularly reviewed. This plan is reviewed monthly through the Enabling and Commissioning Board.</li> <li>A review of the courses provided by the Cardiff Academy is taking place to ensure that these meet the skills requirements for the future.</li> <li>The Council is committed to providing apprenticeships and traineeships for young people and this programme will be enhanced further with a specific target of 100 opportunities for 2017/18.</li> <li>The Council is to look at its resourcing strategies to ensure that it is a considered employer for young people leaving school, college and universities.</li> <li>Recruitment advertising to be reviewed and processes put in place to ensure that adverts a reaching hard to reach groups</li> <li>Work is taking place to identify areas where the employee group is not representative of the communities and actions identified of what could be done to improve this</li> <li>Actions being taken to improve the accessibility to Welsh language either through the recruitment process or through the training and development of current employees</li> </ul>	Christine Salter (Philip Lenz)

Risk Description	Potential Consequence	L	C	Inherent Risk	Current/Existing Controls	L	C	Residual Risk	Proposed Improvement Action	Risk Owner
					<ul style="list-style-type: none"> <li>Resources have held a workshop which focussed on Professional and Technical areas to inform the key skills required for the Directorate going forward.</li> <li>Work has taken place with Cardiff and Vale College to look at an Essential Skills diagnostic tool and this is now being rolled out to frontline employees through Commercial Services</li> <li>A programme of NVQ study is been discussed with Cardiff &amp; vale College and Commercial Services are coming forward with cohorts of employees to attend.</li> <li>Employee surveys carried out to identify areas where further employee engagement / development can be focused.</li> </ul>				<ul style="list-style-type: none"> <li>Development to take place of a corporately agreed skills set for the future delivery of services so that all employees and posts can be measured against this skill set to identify learning and development gaps</li> <li>Workforce planning tool kit to be rolled out to pilot areas during 2017/18 and then full rollout from 2018/19</li> <li>An IT solution to be sourced during 2017/18 in order to develop workforce planning further and to ensure that the Council has available the data it requires to ensure efficient workforce planning in the future.</li> </ul>	

**CARDIFF COUNCIL  
CYNGOR CAERDYDD****CABINET MEETING: 27 JULY 2017**

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**RE-PROCUREMENT OF THE COLLABORATIVE SOUTH EAST  
WALES HIGHWAYS AND CIVILS CONSTRUCTION  
FRAMEWORK (SEWHIGHWAYS2)****REPORT OF CORPORATE DIRECTOR OF RESOURCES  
AGENDA ITEM: 6**

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**PORTFOLIO: FINANCE, MODERNISATION AND PERFORMANCE  
(COUNCILLOR CHRISTOPHER WEAVER)****Reason for this Report**

1. To inform Cabinet of the change to the hosting arrangements for the collaborative South East Wales Highways and Civils Construction (SEWH) Framework contract arrangements and to seek approval for the re-procurement of these frameworks by April 2018.

**Background**

2. Rhondda Cynon Taf Borough Council (RCT) as hosting authority, procured the current South East Wales Highways and Civils Construction Collaborative Framework (SEWH) in April 2013. The framework was set up to provide participating South East Wales authorities with a swift selection and procurement process for Highways, Civil Engineering, Maintenance and Surfacing Works. The framework in collaboration with ten South East Wales authorities takes into consideration their needs and preferences for engagement of contractors for this work with the associated benefits coming from collaborative frameworks.
3. The framework is supported by Welsh Government's Value Wales and Construction Excellence in Wales (CEW) as well as the Civil Engineers Contractors Association (CECA). It is recognised that collaborative frameworks benefit user organisations through the development of longer-term client/contractor relationships that improve value for money remove duplication of processes, develop common standards, and share best practice. In addition there is a reduction in the time taken to get to market.
4. Due to a re-organisation of their procurement team RCT no longer wish to continue to host the SEWH framework. Following consultation between RCT, the National Procurement Service and other participating organisations there was unanimous support for a suitably resourced

Local Authority to deliver the SEWH framework re-tender and to manage the ongoing arrangements. Consequently it was proposed that Cardiff's Commissioning & Procurement team take on this role. This was agreed and will enable Cardiff to lead the re-procurement and manage the SEWHH frameworks, and also promote their future usage across the Welsh Public Sector. This is particularly important as Cardiff has generated almost 50% of the value and number of projects going through the framework and so the continuity of a compliant procurement route is a priority for the Council.

5. The SEWH framework has been used by the ten original member authorities since 2013. Its membership has since grown and is currently open for use by the Fire Service and Further Education Organisations with Welsh Government being a recent new user.
6. The framework supports collaboration through a joint approach to best practice for civils construction and highways projects with clients, stakeholders, contractors and across local authority boundaries. Additionally the framework incorporates Fair Payment Practices for subcontractors and suppliers as well as options for utilising 'Project Bank Accounts' whereby suppliers can obtain swifter payment as soon as clients approve payments to main contractors.
7. Cardiff Council is the largest user by spend in terms of value and number of projects as it meets the ongoing requirements of its civil construction and highway schemes. The total spend to date on the framework as at May 2017 is in excess of £87 million (with current 2017/18 pipeline of £91.1 million) with Cardiff Council generating 41% of spend value and 49% of projects.

#### Current Spend Data per Lot/No. of Projects

Lot	Number of Projects	Amount	%
1	3	£ 119,355.10	0.14%
2	1	£ 34,653.15	0.04%
3	60	£ 2,349,404.35	2.68%
4	3	£ 101,413.53	0.12%
5	7	£ 977,882.96	1.12%
6	56	£ 4,604,678.29	5.26%
7	62	£ 7,706,388.61	8.80%
8	7	£ 595,023.85	0.68%
9	70	£ 45,421,854.24	51.87%
10	1	£ 2,564,374.17	2.93%
11	31	£ 11,820,520.75	13.50%
12	29	£ 11,269,451.71	12.87%
<b>Total</b>	<b>330</b>	<b>£ 87,565,000.71</b>	<b>100.00%</b>

## Issues

### Governance

8. Key users from the core group of ten member authorities met on the 19<sup>th</sup> May to confirm the governance structure for the refreshed board, high level evaluation methodology taking into consideration the lessons learnt exercise previously conducted by RCT and then further developed by Cardiff's Commissioning & Procurement team.
9. A draft set of terms of reference was agreed that sought to ensure transparent governance and provide leadership for the operation of the framework agreement. The board will ensure participating organisations and contractors work within the principles of the framework :
  - To work together with framework stakeholders in good faith and in a spirit of mutual trust and co-operation.
  - To act in a co-operative and collaborative manner to achieve and advance the efficiency and effectiveness of civils / highways projects.
  - To share information honestly and openly; and
  - To highlight any difficulties at the earliest possible opportunity.
10. The board will be chaired by a constituent council with representation from the contractor market through the Civil Engineering Contractors Association (CECA.) The draft ToR are attached at Appendix A.

### Funding

11. The SEWH framework operates through a Levy recovery model, where each call-off project generates a Levy as a percentage of its value. The levy once collected by the hosting authority is paid back to the membership after costs. The net effect will be cost neutral for Cardiff Council acting as hosting authority, whilst providing the relevant resources to administer, develop and promote the use of the framework going forward.
12. The SEWH framework Levy recovery process works in the following way;
  - The result of all call-off contracts and direct awards are notified to the Framework team by the framework users
  - Within 14 days of entering into each Contract awarded under this agreement, the Authority invoices the contractor the sum of 0.75 percent (across all lots) of the Anticipated Contract Value.
13. The current framework (2013-2017) has in total generated income since April 2013 of :-

<b>SEWHighways</b>		
<b>Year</b>	<b>Tender Values</b>	<b>Levy income</b>
<b>2013/14</b>	£ 16,412,640	£ 123,095
<b>2014/15</b>	£ 22,491,171	£ 168,684
<b>2015/16</b>	£ 9,329,823	£ 69,974
<b>2016/17</b>	£ 27,156,897	£ 203,677
<b>TOTAL</b>	<b>£ 75,390,532</b>	<b>£ 565,429</b>

## Community Benefits

14. The Cardiff Capital City Region Deal will promote a joint working agreement that represents a fundamental shift in the way in which local government in the city region collaborates in future across areas of economic development, skills and training, regeneration, strategic planning, housing and transport. The availability of a collaborative civils framework for use by public bodies across the Cardiff City Region boundary provides a compliant procurement route for future City Region funded civils infrastructure projects.
15. The continuation, through the re-procurement of the SEWH framework, is key to encouraging framework contractors to deliver Community Benefits across the South Wales region. The new framework will have core key evaluation criteria that supports and develops the current delivery and implementation of community benefits initiatives such as use of Y Prentis shared apprenticeship schemes to develop targeted employment opportunities, graduate placements, provision of free materials and labour, sub-contractor development including early payments.
16. Early contractor involvement will be promoted through the new framework, which should result in a more complete approach to design, with the experience of both the designer and the civils contractor taken into account early in the design process. This should result in lower project costs and safer working practices on larger full design schemes. Prior to instigating the Call off Process, the participating organisation will organise workshops to provide a forum where early contractor involvement can be introduced to the design process without unfair bias being given to one or more Framework Suppliers.

## Lessons Learnt

17. A lessons learnt exercise has been conducted with recommendations from contactors and local authority users in order to make improvements to the new framework across the following areas:-
  - i. Reflect local authority boundaries in line with the Cardiff City Region
  - ii. Provision of a Maintenance only lot to continue to support users with no DLO provision

- iii. As Prime Contractors appear across numerous lots reducing potential for competition, consideration given to restricting number of lots contractors can be appointed against in order to promote SMEs for lower value lots
- iv. Increasing £5 million framework cap with lots of £5-£10 million and +£10 million
- v. Introduction of specialist lots for Street lighting, Specialist Surfacing, Deep Recycling etc.
- vi. Reduce number of lots with introduction of “Renewals” up to £100,000 and “Project improvement” up to £500,000 lots.
- vii. Need to improve standardisation and call-off documents and procedures including use of templates

## Outcomes

18. The constituent authorities have agreed to the following high level outcomes from the re-procurement of the SEWH Framework
  - Advantage of compliance with EU Procurement and Wales Procurement Policy Statement
  - Value for money for users
  - Delivery of sustainable benefits for now and future generations
  - Securing an ongoing relationship with suitably competent contractors in the market. Providing benefits of being a preferred client, with rationalisation of process and design, reductions on set up costs and continuous improvement opportunities.
  - Providing an ongoing relationship and contractual basis to help facilitate the establishment of long-term framework and performance improvement for highways and civils work.
  - Provide opportunities for early contractor involvement and provide intelligence on intended forward plan schemes
  - Develop robust community benefits delivery, included targeted recruitment and training and supply chain initiatives
  - Improved performance management
  - Opportunities for shared learning for clients and contractors

## Evaluation Structure

19. The contractual arrangements for the framework will continue under National Engineering Construction conditions. The prices provided at tender stage will be subject to annual review in accordance with the specified indices to be detailed in the contract.
20. The proposed lotting structure, taking on board the lessons learned will consist of the following geographic lots split by work type. The SEWH key users have specified a minimum of six contractors be appointed per lot. The evaluation weighting based on the experience of the first framework is geared towards a higher price evaluation for lots with lower spend predominantly for maintenance type work with the project works having a higher quality focus.

## Proposed Framework Structure

Lot Description	Scope	No of Contractors awarded to Framework	Quality (%)	Cost (%)
Lot 1 - Torfaen, Blaenau Gwent, Monmouthshire	Minor works (Renewals) up to £100k	6	10%	90%
Lot 2 - RCT, Merthyr, Caerphilly	Minor works (Renewals) up to £100k	6	10%	90%
Lot 3 - Bridgend, VoG, Cardiff, Newport	Minor works (Renewals) up to £100k	6	10%	90%
Lot 4 - Torfaen, Blaenau Gwent, Monmouthshire	Project's (Improvements) up to £500k	6	20%	80%
Lot 5 - RCT, Merthyr, Caerphilly	Project's (Improvements) up to £500k	6	20%	80%
Lot 6 - Bridgend, VoG, Cardiff, Newport	Project's (Improvements) up to £500k	6	20%	80%
Lot 7 - All	Project's (Improvements) £500k-£2m	6	20%	80%
Lot 8 - All	Project's (Improvements) £2m-£5m	6	20%	80%
Lot 9 - All	Project's (Improvements) £5m-£10m	6	30%	70%
Lot 10 - All	Project's (Improvements) +£10m	6	30%	70%
Specialists Lots covering Street Lighting, Specialist Surfacing, Deep Recycling		Up to 5 per lot	10%	90%

21. The call off procedure will largely remain the same as the current framework with two options, direct award to lowest contractor (based on their schedule of rates submitted at framework tender stage) and running a further mini competition to all contractors in the appropriate lot.
22. The continued use of the National Engineering and Construction forms of contract will facilitate flexibility for users to construct fit for purpose commercial arrangements that suit the nature of the contract e.g. risk allocation and options chosen. Greater clarity and simplicity is achieved from clear roles and responsibilities together with definitions for compensation events and greater stimulus for good project management is promoted with contracting parties due to the use of standardised documents with obligations clearly understood by the contracting market.
23. In order to ensure the Contractors being selected for works are performing to required standards, a performance-monitoring procedure is being established. This process is designed to ensure that the quality and performance of each framework contractor is recorded and reported at the end of each project, allowing all users to access and share the information. This will ensure that lessons learned are shared and the quality of work is always improved. This will also include recording information captured at mini competition stage to ensure any additional cost savings are realised and reported.
24. A full review of the current framework KPIs are under consideration by the SEWH stakeholder board, particular attention is currently focused on contractor obligations to participate once on the framework (failure to bid) and potential for suspension. Additionally use of reserve contractors is being considered to promote competition, with the potential implementation of performance deductions with an escalations process based against severity of non-performance and frequency.
25. In order to drive customer satisfaction and promote the frameworks usage it is planned to introduce a post project review where users are asked to try to compare the initial project objective against the final project achievements and the Contractors' contribution in achieving this. The following factors are recorded:
  - Time
  - Budget (Claims / Added value)
  - Quality
  - Client satisfaction
26. The following tender timeline is proposed in order to achieve the commencement of the new framework from 1<sup>st</sup> April 2018.

## Tender Process & Timescales

Activity	End Date
Issue of PIN	May 2017
Contractor Day	July/August 2017
OJEU Contract Notice Publication (2 days)	October 2017
PQQ Stage - Issue to Return (33 days)	November 2017
PQQ Evaluation & Feedback (21 days)	November 2017
ITT Stage – Issue to Return (42 days)	January 2018
Tender Evaluation (35 days)	February 2018
Intent to Award – Standstill Period (10 days)	February 2018
Contract Award (1 days)	March 2018
Implementation Period	April 2018
Framework Commencement	April 2018

### Local Member consultation (where appropriate)

27. Member consultation will be undertaken as part of the re-procurement timeline through engagement with scrutiny committee and market engagement via contractor days, meet the buyer events and current attendance at industry forums i.e. CEW Frameworks and Best Practice events.

### Reason for Recommendations

28. Cardiff Council currently makes up nearly 50% of the spend going through the existing SEWH collaborative highways and civils framework. To date this framework has provided a compliant efficient procurement vehicle and therefore its re-procurement is critical for continuity and the value for money its continued use and promotion provides.

### Financial Implications

29. The proposed model for hosting the frameworks is self-financing by recovering the costs incurred for support. The levy income is determined by the value of contracts put through each framework.

30. The levy income needed to be generated by the frameworks to cover the cost of administration is £117,000. There is a risk of this level of income not being achieved should constituent members stop using the frameworks and should this happen then the commitment would need to be funded by the Council within its existing resources. However paragraph 13 demonstrates that the average income generated from the previous iteration of the framework was in excess of £140,000.

### **Legal Implications**

31. The recommendations to procure framework arrangements for civil construction works, which frameworks can be relied upon by other public bodies, can be achieved within legal constraints. The main legal constraint being that the award of framework agreements by a contracting authority (which in this case would be the Council) is regulated by the Public Contracts Regulations 2015 (SI 2015/102) (PCR 2015). Accordingly in letting the frameworks the requirements of the PCR 2015 must be complied with.
32. A framework agreement is a general phrase used for agreements with a provider or providers that set out terms and conditions under which agreements for specific purchases (known as call-off contracts) can be made throughout the term of the Agreement. It is important that the Framework Agreement is drafted such that the framework agreement will not itself commit the Council (or those other public bodies who may rely on the framework agreements) to purchase any works or services. In this case it is proposed that the frameworks agreements will be multi-provider frameworks. Accordingly, the Framework agreement must set out how to select the provider and place specific call-off contracts: direct award; mini-competition; or a combination of both.
33. The Council as a contracting authority may set up framework agreements on behalf of other contracting authorities provided that the call for competition clearly identifies the other public bodies (contracting authorities) that can use the framework. It is proposed that the Council will conclude a User Agreement, with those contracting authorities that wish to place reliance on the framework arrangements. This is necessary to ensure, amongst other matters, that contracting authorities using the framework agreements will be responsible for awarding call-off agreements in a way which complies with the terms of the framework agreement and will be responsible for all costs associated with such call-offs.
34. The body of the report sets out that the framework operates on a levy recovery model and this provision will need to be captured in the Framework Agreement and User Agreement. As the levy generated will depend upon the number and value of the call-off contracts placed there is a risk that the Council will not recover all its costs in setting up and operating the framework arrangements. The body of the report sets out why the Service Area has confidence that sufficient levy will be generated to cover all such costs.

35. It should be considered if there are any employment law (in particular TUPE) issues that may arise, as it is understood the proposed frameworks will replace existing framework arrangements.
36. The report refers to the continuation of a Board comprising core member authorities who use the existing framework arrangements. It is understood that the Board acts as a forum and has no formal decision making powers. The operation of the Board will, however, serve to create an expectation that the views of the members will be taken into account.
37. The report refers to use of the NEC 3 conditions of contract. A new NEC4 suite of contracts is due to be launched at the end of June. That said it is still acceptable to use NEC 3 but consideration should be given to adding bespoke clauses ('Z clauses') to reflect particular requirements and any developments in legislation.
38. Legal advice will be required on the drafting of the procurement documentation and agreements referred to.

### **HR Implications**

39. Based on the information within the report there are no HR implications.

### **RECOMMENDATIONS**

Cabinet is recommended to:

1. Approve the decision to commence the re-procurement of the South East Wales Collaborative Civils Construction Framework as set out in this report, delegating all ancillary matters to the Corporate Director Resources in consultation with the Cabinet Member for Finance, Performance and Modernisation, including setting the evaluation methodology and up to and award of successful contractors to the framework.
2. Note that Cardiff Council has agreed to host the collaborative framework for the period of March 2018 - March 2022 and that the responsibility for that and any ancillary matters involving the administration of the SEWH3 Collaborative Framework has been delegated to the Corporate Director Resources, delivered via the Commissioning and Procurement team.

**CHRISTINE SALTER**  
**Corporate Director**  
21 July 2017

*The following appendix is attached:*

Appendix A : Terms of Reference SEWH Board

**APPENDIX A:**

**Terms of Reference SEWH Board May 2017 V1**

**Introduction**

The SEWH Board has been established to ensure governance, and provide leadership for the operation of the Framework Agreement SEWH, which is managed by Cardiff Council's Commissioning and Procurement team.

The Board will ensure both Participating Authorities and Contractors work within the principles of the Framework:

- To work together with framework stakeholders in good faith and in a spirit of mutual trust and co-operation.
- to act in a co-operative and collaborative manner so as to achieve and advance the efficiency and effectiveness of the relevant Civils / Highways Project;
- to share information honestly and openly; and
- to highlight any difficulties at the earliest possible opportunity

These principles promote good working practices with all stakeholders across the South East and Mid Wales Regions, to deliver value for money, to improve sustainability and to deliver added value through community benefits, all through an efficient procurement process.

The purpose and role of the Board is to:

- Provide strategic direction and support to the Framework Management Team
- Ensure that the SEWH framework is an effective vehicle to deliver Highways and Civils Construction projects that provide value for money

**APPENDIX A:**  
to the Participating Authorities

The responsibilities of the Board are to:

- Actively champion the Framework and influence all stakeholders to work in a constructive and positive manner in relation to the agreed areas of collaboration;
- Agree, on an annual basis, the use of the received commission/fee from contractors to benefit the framework overall

**Membership of the Board**

The membership of the Board is taken from both client users and contractor representatives, and is included in the table below.

This membership can be reviewed at anytime, and any persons requesting to become a member will have their request considered by the Board.

Contractors are represented by CECA (Civil Engineering Contractors Association) in Wales, and can feed in comments or issues to be raised at Board.

Name of Person	Organisation Representing
TBC	Chair of SEWH Board and XXX Council.
Chris Mclellan	Cardiff Council
Ed Evans	CECA Director Wales
Rob Williams	Powys County Council
Chris Squires	Powys County Council
Gary Brown	Cardiff Council

**APPENDIX A:**

Shaun Reville	Cardiff Council
Neil Pugh	Cardiff Council
Andrew Williams	Torfaen County Borough Council
Rob Davies	Monmouthshire County Council
Ian Fishguard	Newport County Council
Andrew Brookes	Newport County Council
Andrew Stone	Rhondda Cynon Taf County Borough Council
TBC	Bridgend County Borough Council / Vale of Glamorgan County Council

**Key Roles of the Board**

The SEWH Board will:

- Represent users and contractors of the framework
- Ensure alignment of the framework and its operation to Local and National policy agendas
- Reasonably challenge alternative procurement routes undertaken by those who have signed the Access Agreement
- Provide an escalation route for poor performance and other framework issues
- Ensure the framework management by CCC C&P is in the best interest of Participating Authorities and Contractors
- Represent the Participating Authorities and Contractors on the framework in their best interest, and make decisions based on sound judgement
- Establish and monitor contractor and client forums and task and finish groups

**APPENDIX A:**

- Undertake an annual health check on overall performance of the framework
- Monitor use of the framework to improve consistency across clients

**The Chair**

The Chair of the Board will be nominated at the first SEWSCAP Board meeting and shall hold their chairship for 12 months, when a vote shall be taken again to change the chair.

These Terms of Reference shall be reviewed twelve monthly from commencement of the Board.

**Minutes**

Minutes shall be taken at each meeting and distributed to the contractors and clients of the framework.

**Membership of the Board**

The Board will have members representing both the construction sector and Participating Authorities.

The Chair of the Board may also choose to invite additional independent members to provide expert advice, or specialist knowledge. Such members would not be entitled to be involved in decision making.

**Frequency**

The Board will meet quarterly.



**APPENDIX A:**  
**Tenure**

Board members will be invited to the Board. Additional members can be taken in at anytime with approval of the Chair and Board.

**Client and Contractor Operational Group**

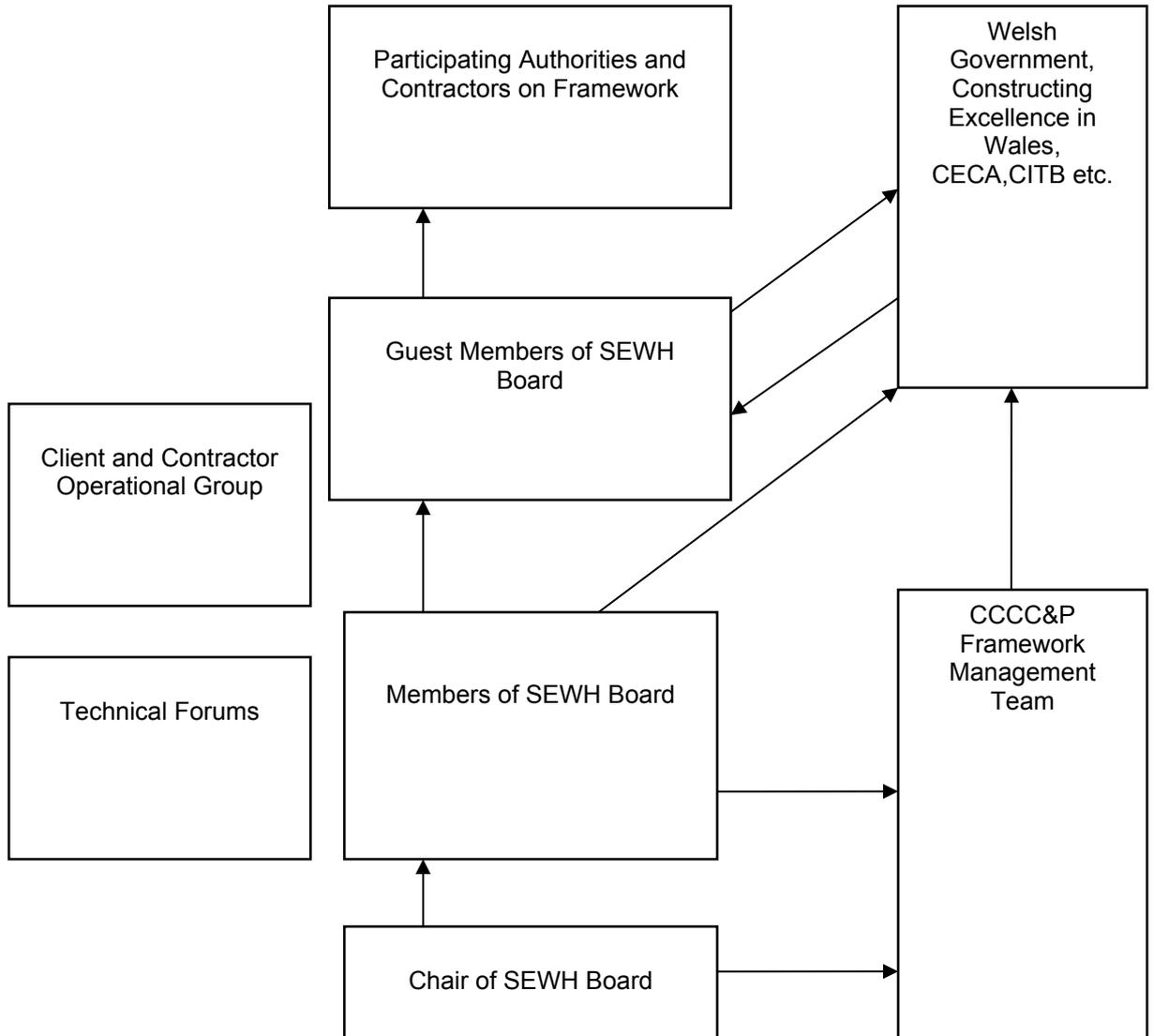
The CCOG will meet quarterly, and will have membership of all client users and contractors engaged in the framework. Matters from the CCOG will be reported to the Board.

**Technical Forums**

Various technical forums, to share best practice, and other roles as appropriate, and as Task and Finish Groups will be established and will report into the CCOG.

APPENDIX A:

**Annex 1: Governance of SEWH Framework**



**CABINET MEETING: 27 JULY 2017**

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**HOUSING REVENUE ACCOUNT (HRA) BUSINESS PLAN****REPORT OF DIRECTOR OF COMMUNITIES, HOUSING &  
CUSTOMER SERVICES****AGENDA ITEM: 7**

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**PORTFOLIO: HOUSING & COMMUNITIES (COUNCILLOR LYNDA THORNE)****Reason for this Report**

1. To present the Housing Revenue Account (HRA) Business Plan 2017-2018 for Cabinet approval.
2. To agree the principle of appropriating General Fund land or property deemed suitable for the development of new council housing from the general fund into the HRA for an agreed value representing market value.

**Background**

3. All Local Authorities in Wales have the responsibility to plan for the housing needs of their population in their role as Strategic Housing Authority. However only 11 of the of the 22 authorities in Wales have retained their council housing stock and consequently a role in the direct delivery of affordable, good quality homes as a social housing landlord.
4. The Council's landlord functions are managed within a ring-fenced Housing Revenue Account. Since 2015 stock retaining authorities have operated on a self-financing basis following a "buy-out" from the previous HRA subsidy system. A borrowing cap was imposed by UK Treasury as part of the buy-out arrangements but Cardiff was successful in obtaining borrowing capacity for new build homes having already achieved the Welsh Quality Housing Standard (WHQS) for its existing properties.
5. The 11 stock remaining authorities in Wales are required to present an "acceptable" Housing Revenue Account (HRA) Business Plan (including a 30 year financial model) to the Welsh Government each year in order that the Welsh Government can assess the progress of local authorities towards meeting and/or maintaining the WHQS and be eligible for the Major Repairs Allowance (MRA) Grant (currently £9.6m).

6. The Plan must conform to a structure and include business plan parameters set out by the Welsh Government.
7. This plan also provides the link with the Corporate Plan, and the Communities, Housing and Customer Services Delivery Plan.

## Issues

### Housing Revenue Account Business Plan

8. The HRA Business Plan attached in appendix 1 aims to;
  - set out Cardiff's purpose and vision as a social housing landlord;
  - set out it's objectives and standards for the service;
  - plan how the service aims to achieve the objectives and standards set out (the strategies);
  - plan resource and financial requirements;
  - provide a framework for monitoring and evaluating the progress of the housing 'business';
  - communicate Cardiff's plans to its tenants, members, the Welsh Government, other key stakeholders, partners and the wider community.
9. The Business Plan ensures;
  - efficient use of housing assets;
  - increased transparency of the HRA;
  - precise planning of our housing management strategy;
10. The Welsh Government set a recommended rent increase for 2017/18 of 2.5%, with the option to add an additional £2 per week to raise further rental income to invest in upgrading the existing housing stock and its environment or to build new properties. Cardiff has applied the increase of 2.5% + £2 per week to all tenants for 2017/18 and this was agreed at Budget Council on 23<sup>rd</sup> February 2017.
11. Cardiff Council was the first authority in Wales to declare achievement of the Welsh Housing Quality Standard, almost two months ahead of the Welsh Government deadline date of December 2012.
12. Following the completion of the WHQS for existing Council Housing, the Business Plan ensures the maintenance of the WHQS and sets out the Council's objective to deliver high quality and sustainable housing. A **new build housing** programme (Cardiff Living) is being undertaken which will deliver approximately 1,500 new housing units, with a minimum of 40% being affordable housing. These homes will be built over 40 sites across

Cardiff split into 3 phases of development. Phase 1 of this programme, a partnership with Wates Residential, is currently underway.

13. Other **new build housing projects** outside of Cardiff Living are being delivered in order to achieve an overall target of building 1,000 new council homes within the next 5 years. At least 150 of these will be from 'innovative solutions'. A number of delivery options are being implemented including:
  - Buying property from the open market.
  - Conversion of buildings for housing – (both general needs and supported housing schemes).
  - Innovative housing solutions such off-site modular systems.
  - Package deals (where we agree to buy new properties straight from a developer).
14. The first phase of the Cardiff Living has commenced at Willowbrook West with 192 units of which 58 are affordable housing units. The full details phase 1 of the "Cardiff Living" programme is included in the HRA Business Plan. Outside of the 600 new homes that comprise the affordable housing element of "Cardiff Living" additional sites are being brought on stream with a new development at Thornhill recently completed and land acquired for a development of 16 new homes in Careau. Close monitoring will take place to ensure that 1,000 new Council homes are delivered as part of the Capital Ambition objective.
15. As part of the overall strategy to build new homes the Authority working to identify suitable council owned land or property for council house development. In the case where General Fund land or property is identified as being suitable for development the appropriation of this land/property from the General Fund into the HRA will take place. In these cases a value representing a market value will be agreed.
16. The councils buy-back policy sets out the criteria attached to the purchase of properties (both flats and Houses) from the market. Usually these properties will be ex-council properties, although this will not always be the case. In determining which properties to purchase there is a focus on those in high demand and where the new build programme is unlikely to meet the need, targeting larger 3 or 4 bedroomed family homes, which would be costly to build, as well as adapted properties and ground floor flats suitable for tenants who are less mobile. It is planned that approximately 20 properties will be bought in 2017/18 and will be subject to affordability. An earmarked revenue reserve was set up during 2016/17 for this purpose. Properties will also be purchased where necessary to deliver redevelopment or improvement schemes and to meet social care needs. The properties are all surveyed and valued by an independent surveyor before purchase to ensure value for money. The application to suspend the Right to Buy has passed the first stage and been accepted by Welsh Government, this means that new applications will be held and no further council homes will be sold until the final decision is made. This means that any properties purchased or built will remain available for those in housing need in Cardiff. The

delegations, if approved, will enable a wider range of properties to meet critical housing need.

17. Under the Welsh Government's rent policy an annual target rent band is set for each social landlord. The responsibility for setting the rents for individual dwellings still rests with the Council. The Welsh Government guidance on rent levels provides a target rent level incorporates a quality factor by the inclusion of energy efficiency ratings. Those LA's where average SAP (Standard Assessment Procedure) are above the Welsh Housing Quality Standard threshold of 65 benefit from a higher target rent level. The average SAP rating for Cardiff Council's housing stock is 68.8.
18. Other key objectives included in the Business Plan are:
  - The **Remodelling and Restructure** of existing homes over the life of the plan. There has been a review as to the suitability of the Council's sheltered housing accommodation and one sheltered block (Minton Court) has already been modernised to keep pace with tenant needs. A second block (Sandown Court) was also completed this year having undergone significant remodelling to make the building fit for purpose. Similar works are programmed in three further sheltered blocks; Brentwood Court, Nelson House and Clos Y Nant. These works are due to commence early 2018.
  - Major **Estate Regeneration** works at Trowbridge Mawr have recently been completed and new regeneration schemes will commence in Anderson Place, Belmont Walk & Alice Street. Other smaller scale projects are planned throughout the city and include garage sites, courtyard improvements, gullies and alley gating schemes.
  - Large scale **Capital Improvement Works** include upgrading communal heating systems in sheltered accommodation and high-rise blocks, continuation of the 'A' rated boiler upgrade programme, roofing replacements and new front doors for flats.
  - The continued delivery of **Community Benefits** in partnership with our external building contractors, delivery apprenticeships for people living in Cardiff communities and the volunteering of staff time.
  - The scrutiny of **Performance Indicators** and **Tenant Satisfaction Surveys** against targets to measure Housing Management Services.
  - Focus on improving **Tenant Participation and Consultation** including examples of community projects and information on grants available and advice on how to make a difference in a community.
  - The current and future investment in **Neighbourhood Regeneration and Area Improvement Strategies**.
  - Significant budgets have been set aside over the next three financial years (2017/18 £2m, 2018/19 £5.7m & 2019/20 £4.3m) for **High-rise**

**Upgrades.** These budgets will also cover any fire safety recommendations following the recent tragic events in London.

- Spotlight on the financial commitments and resource implications via the 5 Year **Capital & Revenue Budgets**.
19. **Community Hubs** are designed to bring together services, share resources and invest in better quality facilities, in a way which is responsive to the needs and priorities of individual neighbourhoods, housing services are a key component of all our Hubs and during 2016/17 we delivered:
- **Fairwater Hub**
  - **Splott/STAR Hub** with onsite leisure facilities
  - **Llanedeyrn Hub** and
  - **Llandaff North/Gabalfa Hub**

Building on this success, during 2017 we will further rollout the Hub Programme through the development of:

- **Llanishen Hub** and
  - **St Mellons Phase 2 Hub**.
20. The impact of Welfare Reform has been taken into account in developing the business plan. Financial modelling has been carried out to account for potential increases in rent arrears and the additional costs of collection. The service has put in place various measures to minimise this impact: tenants have been provided with detailed information about the changes that may affect them and their options have been set out including home swapping and property transfers for those tenants who need to downsize. Assistance has been made available to tenants who transfer to Universal Credit and there has been an increase in staffing to assist and advise tenants with debt management and budgeting, minimising impact of the change as far as possible.

### **Scrutiny**

21. The draft HRA Business Plan was presented at Communities and Adult Services Scrutiny Committee on 19 July 2017. The letter from the Scrutiny Chair following this meeting is attached at appendix 2.

### **Reasons for Recommendations**

22. To comply with the requirement to forward the HRA Business Plan to the Welsh Government.

### **Legal Implications**

23. There are no direct legal implications but the requirement for a plan is set out in the body of the report. The approval of the business plan is an executive function which does not have to be referred to Council.

## **Financial Implications**

24. The Housing Revenue Account Business Plan must be supported by a 30 year financial model. This financial model assesses the viability of the HRA over a 30 year time period. The model is also used to estimate the planned investment and the related capital and revenue implications over the period.
25. The financial model must by definition include many assumptions, particularly in respect of expenditure levels, capital financing, projected income levels and inflation rates. Obviously, this is further complicated by the uncertainty of the economic climate, the potential impact of Welfare Reform and the transfer to Universal credit, the demands on the housing environment generally and the long term nature of the forecasts within the Business Plan. As a result, all of these assumptions are extremely sensitive to change.
26. A number of crucial assumptions are built into the model, as follows:
  - From 2018/19 onwards, the model assumes that rent increases will be within a range of 2.35% to 3% per annum. With respect to service charges those charges which are normally increased in line with inflation have been frozen and a small number of charges have been increased for full cost recovery. There are some standstill charges where cost recovery is being achieved and some charges are decreased in line with reduced costs. Void rent loss projections vary within a range of 1.4% to 2.1% and bad debts vary with a range of 0.74% and 1.36% over the life of the plan. This forecast takes into account the potential impact of Welfare Reform on rent arrears and void properties, particularly as a result of the continuing reductions in Housing Benefit due to property rent/size restrictions. Any increase above this level is likely to impact on available revenue resources and may necessitate further offsetting operational savings.
  - Consumer and retail price indexes are estimated to be within a range of 1% and 3% throughout the model.
27. In line with the current financial year, the projected receipts from future council house sales are kept at a very low level and no new receipts are assumed from 2018/19 onwards.
28. The assumption in the model is that the Welsh Government Major Repairs Allowance remains at its current level of £9.6m p.a. over the course of the plan. Any allowance less than this will have an impact on the sustainability of the plan and the ability to maintain investment already incurred in the housing stock. The final allocation of Major Repairs Allowance to Cardiff in 2017/18 has been approved.
29. Consideration will be given to bringing budgets forward for direct land purchase to prepare for further phases of dwellings construction as well as appropriation of other suitable Council owned sites where

opportunities arise and affordability allows. Any increase in costs of capital schemes must be managed within the HRA Capital Programme approved by Council in February 2017.

30. Any financial deficit and liabilities of the HRA are ultimately liabilities of the Council. As part of the agreement to exit from the subsidy system, the Council must adhere to a debt cap of £316 million. The Business Plan details the capital and revenue funding implications of the proposed Capital Programme. The Programme assumes additional borrowing to be undertaken in order to build new housing and support investment in the existing stock. This will result in additional revenue implications in terms of interest payments and provision of repayment for borrowing. Accordingly any new expenditure to be paid for by borrowing should be prioritised to ensure that improvements are either essential or have an element of pay back, to ensure that there are no long term issues of affordability and sustainability in respect of borrowing. The position will be reviewed and may result in a requirement for offsetting revenue savings in future years which will be identified and reported through the financial monitoring process. Any plans for additional borrowing should also consider the impact of future regulation changes on income levels. Viability or payback assessments should be undertaken before investment in new build, open market acquisition or redevelopment proposals. This should be against set benchmarks to ensure value for money for rent payers and that investment is undertaken over a prudent period.

## **RECOMMENDATIONS**

Cabinet is recommended to:-

- (1) approve the HRA Business Plan 2017-2018.
- (2) note that the approved Plan will be submitted to the Welsh Government.
- (3) agree the principle of appropriating General Fund land or property deemed suitable for the development of new council housing from the general fund into the HRA for an agreed value representing market value.

### **SARAH McGill**

Director of Communities, Housing & Customer Services  
21 July 2017

*The following Appendices are attached:-*

Appendix 1 - HRA Business Plan 2017-2018

Appendix 2 – Scrutiny Letter from Community & Adult Services Scrutiny Committee dated 21 July 2017

*The following Background Papers have been taken into account:-*

- Communities, Housing and Customer Services Directorate Delivery Plan 2017-2018
- Cardiff Corporate Plan 2017-2020
- 30 Year Business Plan for Welsh Housing Revenue Accounts - Financial Model

# Housing Revenue Account (HRA) Business Plan 2017-18



Llywodraeth Cymru  
Welsh Government

Communities, Housing  
& Customer Services



CARDIFF  
CAERDYDD

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# Foreword

A good quality home is at the heart of individual and community well-being and Cardiff Council has committed to enabling the provision of accessible, sustainable and affordable homes, particularly for those in the greatest need.

As Cabinet Member for Housing and Communities I have given a commitment to deliver good quality housing for the residents of Cardiff & I am delighted that work has commenced on two of our “Cardiff Living” sites. The whole new build scheme will deliver 1,500 new homes in the city, of which approximately 600 will be affordable and our development programme provides new jobs and training opportunities for local communities.

*ensure that Cardiff remains at the forefront of housing provision*

I am now working on our next challenge which is to increase our original new build target. Additional funding has been set aside as part of our investment strategy to provide an additional 1,000 new council homes on sites across the city over the next 5 years. My aim is to ensure that Cardiff remains at the forefront of housing provision and people in Cardiff increase their opportunity to access good quality housing to meet their housing need.

Building new homes is, of course, only part of the picture. We are also developing an acquisitions strategy to supplement our building programme and have also submitted an application to the Welsh Government to withdraw the Right to Buy in Cardiff which I hope will safeguard our much needed housing provision for current and future generations.



**Councillor Lynda Thorne**  
Cabinet Member for Housing and Communities

Supporting people in vulnerable situations is one of the Council's key priorities. The development of appropriate housing options, that meet need at every stage of our lives, is vital if we are going to create more resilient and connected communities.

*Supporting people in vulnerable situations*

One of our objectives this year will be to ensure an increase in the range and quality of housing available for people who need some support to live independently at home. A key focus in this plan is on proposals for new and regenerated older persons housing as part of a more integrated approach to locality based care and support provision. The new approach to preventative service delivery is designed to ensure people in Cardiff are supported to live independently for longer with good quality and appropriate housing at the core.



**Sarah McGill**  
Director of Communities, Housing & Customer Services  
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# Housing & Communities Notice Board



## Tenant Participation Team

You can contact the team through our website [www.cardifftenants.co.uk](http://www.cardifftenants.co.uk) or ring us on 029 2053 7511. You'll find lots of information about events happening in your area as well as surveys and opinion polls.



## Applying for housing

The Cardiff Housing website [www.cardiffhousing.co.uk](http://www.cardiffhousing.co.uk) has been developed to help you look at all the options available to you.

Telephone: 029 2053 7111

Choose Option 1

As at November 2016  
the **Council**  
**housing stock**  
consisted of 13,462  
properties.



**Central Library** Tel: 029 2087 1000

**The Hub at Butetown** Tel: 029 2053 7060

**The Hub at St Mellons** Tel: 029 2078 0992

**The Hub at Llanrumney** Tel: 029 2078 0994

**Rumney Partnership Hub** Tel: 029 2233 0661

**Ely and Caerau Hub** Tel: 029 2087 3800

**Grangetown Hub** Tel: 029 2078 0966

**The Powerhouse** Tel: 029 2054 9650

**Fairwater Hub** Tel: 029 2078 5583

**STAR Hub** Tel: 029 2078 8505



**Llandaff North & Gabalfa Hub** Tel: 029 2078 5588

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## The **Caretaking**

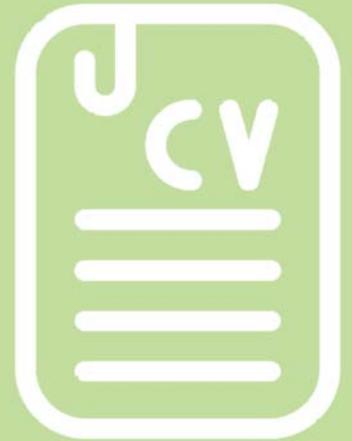
**Services Team** have removed almost 950 pieces of graffiti, 96% of offensive graffiti is removed within 24 hours



## Into Work

### **Advice Services**

have given work related advice to over 40,000 people.



## The **Antisocial Behaviour Team**

received over 2600 referrals. To report anti social behaviour phone 101, council tenants can report it directly to 029 2053 7111 or call into any one of the Hubs.



## Responsive Repairs Unit

received 100,000 repairs requests through the Repairs Reporting Hotline: 029 2087 2087.



## The **Allocations Team**

manages the common waiting list of over 8,000 households for both the Council and its partner Housing Associations.

## **Tenancy Management**

**officers** completed over 13,000 processes to assist tenants in 2015/16.





# The Welsh Housing Quality Standard & Beyond

## Introduction to the Welsh Housing Quality Standard (WHQS)

The WHQS arose from the National Housing Strategy for Wales ‘Better Homes for People in Wales’. The Standard was developed by the Welsh Government to provide a common target standard for the condition of all housing in Wales.

The Welsh Housing Quality Standard states that all households should have the opportunity to live in good quality homes that are:

- In a good state of repair.
- Safe and secure.
- Adequately heated, fuel efficient and well insulated.
- Contain up-to-date kitchens and bathrooms.
- Well managed.
- Located in attractive and safe environments.
- As far as possible suit the specific requirements of the household, (e.g. specific disabilities).

In September 2012 we were the first Council in Wales to achieve full 100% WHQS accreditation.

The Welsh Government has recognised that the standard cannot always be reached because of issues outside of the control of the Council. It has therefore introduced the concept of “Acceptable Fails” into the Welsh Housing Quality Standard revised guidance in order to recognise legitimate areas which would restrict a Council from reaching the required standard. There are four elements:

• Cost of remedy	• Timing of remedy
• Resident’s choice	• Physical constraint

We have a number of acceptable fails, (largely due to Resident’s Choice) and have implemented measures in order to re-visit and maximise achievement of the Standard.

Where tenants have refused works e.g. kitchen and bathroom replacement we have asked tenants to sign waiver forms.

We review the standard when properties become vacant and are working closely with the Tenants Participation Team to enable tenants that have not received WHQS works or have changed their minds to contact us.

In December 2015 208 properties were independently WHQS surveyed by EC Harris Cardiff, 98.7% of all elements were found to be compliant at that point in time.

# Welsh Housing Quality Standard Attainment Tracker

WHQS Standard achieved	2008	2009	2010	2011	2012	2013	2014	2015	2016
<b>Roofs</b>									
<b>Windows</b>	97%	99%	99%	100%					
<b>External Doors</b>	93%	98%	100%						
<b>Door Entry Systems</b>	99%	100%							
<b>Kitchens</b>	23%	26%	43%	71%					
<b>Bathrooms</b>	24%	28%	44%	72%					
<b>Energy Efficiency Pass</b>	0%	0%	48%	52%					
<b>Central Heating</b>	100%								
<b>Electrical Systems</b>	0%	0%	50%	73%					
<b>Smoke Detectors</b>	99%	99%	98%	100%					
<b>Environmental Works</b>	51%	52%	67%	79%					

# Cardiff Local Development Plan 2006-2026

Cardiff experiences some significant social needs, with particularly high housing demand projected to continue over the Local Development Plan period 2006-2026.

## The Cardiff Context—Key issues:

- Largest urban area in Wales with a population of 345,400.
- Key driver of city-region economy in South East Wales.
- 1.4 million live within a 45 minute drive time of the city.
- Capital city of Wales, seat of Welsh Government.
- Cardiff's population has risen steadily over past 20 years - over 3,500 each year since 2001.
- Official projections indicate continued population growth over the Plan period.
- Significant need for affordable housing— over 8,000 people currently on combined housing waiting list.
- A need for 108 permanent Gypsy and Traveller pitches and a regional need for a 10 pitch transit site have been identified over the Plan period to 2026.
- Cardiff Council commissioned DCA in January 2015 to carry out a Local Housing Market Assessment (LHMA) including a Housing Needs Survey.
- The Local Housing Market Assessment (2015) indicates a need for 5,637 affordable dwellings over the next 3 years to address need.
- The table shows that 52.8% of existing movers sought to do so within a year, 30.5% required affordable housing in one to two years.
- 54.3% of households needing affordable housing require a 1 bed flat /maisonette property, 77.2% required a 4 bed semi-detached. Requirement for bungalows is mainly for 2 beds.

When required	Affordable Housing %	N <sup>os.</sup> implied	% All Tenures
Within 1 year	52.8	2,977	47.5
1 - 2 years	30.5	1,719	28.9
2 - 3 years	16.7	941	23.6
<b>Total</b>	<b>100.0</b>	<b>5,637</b>	<b>100.0</b>

\* Source Local Housing Market Assessment (2015)

Type	One bedroom		Two bedrooms		Three bedrooms		Four bedrooms		Total
	%	N <sup>os.</sup>	%	N <sup>os.</sup>	%	N <sup>os.</sup>	%	N <sup>os.</sup>	
Detached house	0.0	0	8.0	109	18.5	326	0.0	0	435
Semi-detached	0.0	0	17.1	232	31.0	547	77.2	561	1,340
Terraced house	0.0	0	18.6	253	29.8	526	13.8	100	879
Bungalow	25.1	449	35.1	477	10.9	192	9.0	66	1,184
Flat/Maisonette	54.3	970	18.7	254	5.4	95	0.0	0	1,319
Bedsit	11.5	205	0.0	0	0.0	0	0.0	0	205
Supported housing	9.1	163	2.5	34	4.4	78	0.0	0	275
	<b>100.0</b>	<b>1,787</b>	<b>100.0</b>	<b>1,359</b>	<b>100.0</b>	<b>1,764</b>	<b>100.0</b>	<b>727</b>	<b>5,637</b>

\* Source Local Housing Market Assessment (2015)

## Council Values

The Council's vision is to be Europe's most liveable capital city. Cardiff Council will create a culture that supports and enables a flexible, skilled, engaged and diverse workforce.



## Priorities



### Supporting vulnerable people

- 2.1 People at risk in Cardiff are safeguarded
- 2.2 People in Cardiff have access to good quality housing
- 2.3 People in Cardiff are supported to live independently

## Performance Indicators

The performance of the Housing Management Service is monitored through a range of performance indicators. Results for September 2016 (Quarter 2) in a range of key areas are shown below:

Indicator	Target	Result
% of Into Work Service users who complete an accredited course who gain a qualification.	85%	92%
Percentage of general clean & clears completed within 10 working days.	95%	99%
The percentage of emergency repairs completed within target time (24 hrs).	90%	99%
Vacant Council stock as a percentage of overall stock.	1.5%	1.3%

# Typology of the Housing Stock

Building Type	1900-1944 (3,149)	1945-1964 (4,945)
Detached House (20)		
Semi-Detached House (3,340)		
Terraced (4,525)		
Flats & Maisonettes (5,577)		

**1965-1989  
(5,241)**

**1990-Date  
(127)**

**Date-2020  
(600)**



# Community Matters

Mrs Amber lives in Llanishen with her husband and two young children, *“The area is great and the community are very friendly”*. Mrs Amber has the local school, parks, bus stops within 5 minutes walk.

***The area is great and the community are very friendly***

Mrs Amber often travels to town to use the Central Library Hub, *“I have attended training courses at the Central Hub: Food Safety, Health & Safety Working with Children. I also attended CPR training at the Senydd”*, all courses were free.

To give back to the community Mrs Amber volunteers at a nearby Mosque, their motto for the community is, *“Love for all and hatred for none”*. The mosque puts on various events such as health & fitness and social wellbeing.

*“We recently held a Macmillan coffee morning. We also collect food for the local food bank. We are currently sponsoring 4 homeless people, we buy all their food and groceries and take it to Trinity Church for them”*.





## Hub Development Programme

Community Hubs are being rolled-out in priority neighbourhoods, in accordance with the Hubs strategy approved by Cabinet. The aim is to deliver more joined-up customer services from better quality community buildings.

Fairwater Hub opened to the public in May, following a £300,000 refurbishment of the former library. Additional community, training and interview rooms allow a greater range of services to be offered.

The STAR Hub was completed in September, a £6 million new-build facility which brings leisure and community services together under one-roof. A 25 metre swimming pool and 'state of the art' gym are complemented by a library and advice hub, training rooms, multi-use community spaces and community café.

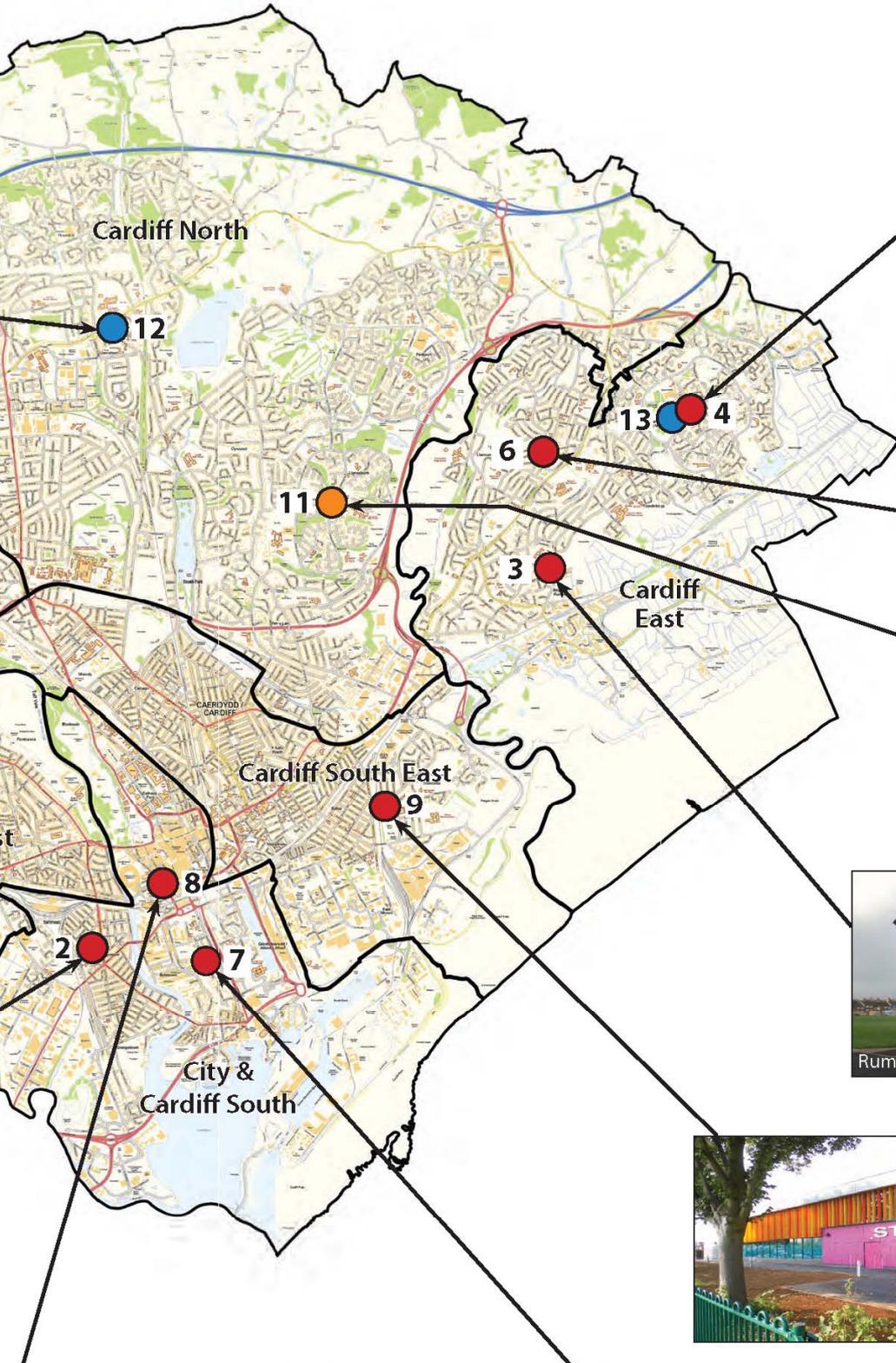
Llandaff North & Gabalfa Hub involved the conversion and re-modelling of the former library and day centre in Gabalfa Avenue and opened January 2017.

The Llanedeyrn Hub is being created through a 600m<sup>2</sup> extension to the Powerhouse Community Centre and forms part of the wider Maelfa regeneration scheme. The Llanishen Hub is due for completion in 2017.

# Community Hub Development Programme



- **Completed**
  - 1 Ely/Caerau
  - 2 Grangetown
  - 3 Rumney
  - 4 St Mellons - Phase 1
  - 5 Fairwater
  - 6 Llanrumney
  - 7 Butetown
  - 8 Central Library
  - 9 STAR
  - 10 Llandaff North
- **Under Construction**
  - 11 Llanedeyrn
- **Planning Stage**
  - 12 Llanishen
  - 13 St Mellons - Phase 2
  - 14 Ely/Caerau - Phase 2



St Mellons



Llanrumney



Llanedeyrn



Rumney



STAR



Butetown



Cybyrfa Reception

Date: September 2016

# Community Hubs

The Star Hub opened its doors in September 2016, over 1000 visitors passed through the front doors on the first day alone.

Hub manager Naima Abdi covers the Star Hub, Grangetown and Butetown Hubs with 12 staff members. All Hub staff are highly trained, enabling them to help members of the public with a wide range of issues from applying for council housing, housing benefits information, council tax enquiries, school admission and free bus pass applications. The staff also run a full library service.

*between the staff we can translate over six languages*

*“We also run loads of activities arranged in the Hubs, so for example Grangetown Hub runs Bollywood dancing classes, we managed to give the organiser a discount if they offered free classes to children, Saturday Film Club is very popular, we try to encourage community groups to run courses and events from the Hubs.*

*Over autumn half term we are running a number of activities from the Hubs for local children.”*





Facilities in Star Hub include:

- |   |   |  |
|---|---|--|
| <ul style="list-style-type: none"> <li>• State of the art 25 metre (5 lane) swimming pool</li> <li>• Wheelchair pool access</li> <li>• Modern and fully equipped gym, and dedicated spin area</li> <li>• Functional fitness frame provision</li> <li>• Group Fitness Classes</li> <li>• A new junior leisure programme</li> </ul> | <ul style="list-style-type: none"> <li>• A range of fitness and martial arts classes</li> <li>• Air conditioning throughout</li> <li>• IT Training Suite / Private interview rooms</li> <li>• Partner organisations providing specialist help and advice</li> <li>• Rooms for community meetings and events</li> <li>• Wi-Fi &amp; internet access</li> </ul> | <ul style="list-style-type: none"> <li>• Full library service, including children's area and public access PC's</li> <li>• Housing, benefit and advice services</li> <li>• Free phones to contact Council and other services</li> <li>• Into Work advice and training courses</li> <li>• Community Café</li> </ul> |
|---|---|--|

*“We run classes tailored for each community so for example ESOL Classes and Basic English skills to help non English speakers, between the staff in Star, Grangetown and Butetown Hubs we can translate over six languages including Urdu, Somali and Polish.”*

*“Money advice is popular in the Grangetown Hub, benefits advice in Butetown, the Citizens Advice Bureau and Credit Unions both hold drop in sessions throughout the cities Hubs.”*

All the Hubs activities are on their Facebook pages—[@StarcommHub](#), [@GrangetownHub](#), [@RumneyHub](#), [@StMellonsHub](#), [@LlanrumneyHub](#), [@CentralLibraryHub](#), [@ElyandCaerauHub](#), [@LlanedeyrnHubPowerhouse](#), [@FairwaterHub](#), [@LlandaffNorthHub](#)

## Money Advice Team

The Money Advice Team are based in the Advice Hub at Central Library Hub and also provide services from outreach Hubs across the city. The team can help with budgeting and debt, completing welfare benefit forms and can help clients to claim all the grants and discounts they are entitled to. They can also assist clients to open a basic bank account.

The Money Advice Team are experts in giving advice to those who have been affected by the Welfare Reform Changes. Including helping those who have been affected by the Benefit Cap and need support as they are now claiming Universal Credit. For clients that have had a negative decision about their benefit claims, the team can also help with mandatory reconsiderations, which is the first stage in the appeal process.

The Money Advice Team assisted over 6,500 clients in 2015 / 2016, a 49% increase in footfall on 2014 / 2015 and helped clients to claim £9.7 million in previously unclaimed benefits, a £4 million increase from 2014 / 2015.

Since the Money Advice Team opened in April 2013 they have assisted over 20,000 customers and helped claim over £26 million in unclaimed weekly benefits and £1.2 million in one off payments.

The Advice Hub at Central Library Hub also offers services from partner organisations including, Cardiff Advice Service (made up of Citizens Advice and the Speakeasy Advice Centre), Cardiff and Vale Credit Union, Shelter, and NEST.





## Into Work Advice Service

The Into Work Advice Service can help anyone living in Cardiff who is unemployed or looking to upskill from their current job. Job Club & digital sessions are held at 14 different locations across the city with a 5 day presence in Central Library Hub, Ely / Caerau Community Hub, St Mellons Hub & Grangetown Hub.

The job club is a drop in service where an advisor is available to help the individual with CV's, job applications, job searching, Universal Job Match, helping to claim Universal Credit, and also helping to write cover letters. An advisor will provide a detailed bespoke action plan to return to work, ensuring they are tailored to meet the individual needs of the client.

The Digital Inclusion officers can also support people to get on-line, create social media accounts, use the internet and setting up e-mails. On average the job clubs see over 3,500 clients a month.

The Into Work Advice scheme also delivers a range of accredited and non accredited training courses. A range of 1 or 2 day training courses including Emergency First Aid, Food Safety, Manual Handling & Health & Safety training courses can be accessed across the city in various Hubs. On average over 260 individuals complete work skills training with Into Work Advice Service and the service helps to support over 350 clients into employment.

Last year the Into Work Service assisted over 400 people into employment, with training given to 3,722 job seekers.

## Volunteering Scheme

Working with Into Work Advice Services, the Volunteer Coordinator with the support of the Volunteer Mentor have grown the volunteering opportunities in the Hubs throughout the city. There are approximately 65 volunteers at any one time.

There are many volunteering roles– these include;

- Digital Champion volunteers
- Money Advice volunteers
- Administration volunteers
- Reception volunteers
- Library volunteers

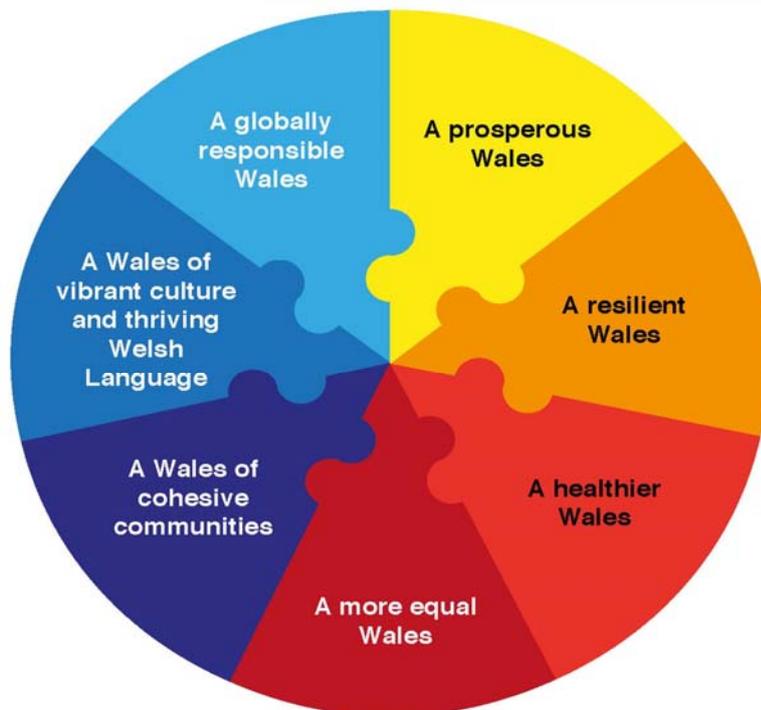
People volunteer for a variety of reasons but the main reason is that they are looking to return to work and volunteering significantly improves the chances of getting a job. The Council will provide the volunteers with job references too – which sometimes is the biggest barrier to finding work for inexperienced job seekers. In fact 5 former volunteers are now paid members of staff working in various teams in the Council.

Last year 32 volunteers who left volunteering did so because they returned to work.



# Well being of Future Generations (Wales) Act 2015

The Well-being of Future Generations (Wales) Act is about improving the social, economic, environmental and cultural well-being of Wales. It will make the public bodies listed in the Act think more about the long-term, work better with people and communities and each other, look to prevent problems and take a more joined-up approach, the Act puts in place seven well-being goals.



Goal	Description of the goal
<b>A prosperous Wales</b>	An innovative, productive and low carbon society which recognises the limits of the global environment and therefore uses resources efficiently and proportionately (including acting on climate change); and which develops a skilled and well-educated population in an economy which generates wealth and provides employment opportunities, allowing people to take advantage of the wealth generated through securing decent work.
<b>A resilient Wales</b>	A nation which maintains and enhances a biodiverse natural environment with healthy functioning ecosystems that support social, economic and ecological resilience and the capacity to adapt to change (for example climate change).
<b>A healthier Wales</b>	A society in which people's physical and mental well-being is maximised and in which choices and behaviours that benefit future health are understood.
<b>A more equal Wales</b>	A society that enables people to fulfil their potential no matter what their background or circumstances (including their socio economic background and circumstances).
<b>A Wales of cohesive communities</b>	Attractive, viable, safe and well-connected communities.
<b>A Wales of vibrant culture and thriving Welsh language</b>	A society that promotes and protects culture, heritage and the Welsh language, and which encourages people to participate in the arts, and sports and recreation.
<b>A globally responsible Wales</b>	A nation which, when doing anything to improve the economic, social, environmental and cultural well-being of Wales, takes account of whether doing such a thing may make a positive contribution to global well-being.



# Effective Consultation and Communication

**Tenant Participation** - 2016 has been a busy, productive and successful year for Tenant Participation. The team now has five members of staff dedicated to engaging with the tenants and leaseholders of Cardiff Council, on all the issues affecting them.

The Council's Tenant Participation Team won 3rd place in the "Staff Team of the Year" category of the Tenant Participation Advisory Service (TPAS) Cymru Awards on 14th July. They were competing with nominees from across Wales and were the only tenant participation team to reach the final three for this award.

**Bus Tour** - Tenant Participation organised the annual Tenants' Bus Tour during which tenants were taken around the city to be shown examples of capital investment projects.

**Digital Inclusion** - Officers from the Tenant Participation Team have been attending sheltered housing complexes across Cardiff in order to teach residents about getting online and how they can use the internet.





**Tenants Conference** - The Tenant Participation Team organised a very successful Tenants Conference in October 2016.

The theme of this year's conference was New Horizons, and focused on working with tenants and leaseholders to find ways to improve communities across Cardiff. Sessions included : Passport to Work, Volunteering, Best Deal Energy workshop and Getting Involved.

**Tenants' Voice** - The Tenant Participation Team have organised a series of Tenants' Voice meetings, which allow tenants and leaseholders the opportunity to meet with cabinet members, senior officers and managers from the Housing Service.

Tenants are kept up to date with the work being carried out by the Housing Service, and also ask questions and put forward their own concerns. At the latest meeting, a brief presentation was given on the major housing improvements planned in the city over this next financial year.

# Tenant Participation - Helping Tenants Take Control

## Estate Action Days

The Tenant Participation Team have organised several Community Action Days in 2016, and more are planned for 2017. With lots of fun events for families and children, an opportunity to speak with Council officers and external partner organisations, these events have been a big success.

A Community Action Day was held in St Mellons at the Meadowland Primary School in July. It was an opportunity for residents to address any issues with Council officers.

In addition to council staff, members of Credit Union and Communities First were present. The South Police Service had fun speaking to the children and Sport Cardiff set up football nets and held a football challenge.

Tenants who attended were treated to free food, courtesy of the Community Centre, entertainment from Simon Sparkles, a gardening demonstration from Green City and made their own pedal-powered smoothies on the smoothie bike. There was excellent feedback during and after the event, with many tenants commenting that they enjoyed meeting other residents and appreciated being able to speak with council officers in an informal setting.





## **Growing Together and Blooming Marvellous**

The Tenant Participation Team has started a city-wide gardening project called Growing Together. Tenants and residents are encouraged to start community gardens and are given expert advice and access to tools and equipment. As part of the Growing Together theme Tenant Participation also launched Blooming Marvellous, a new gardening competition open to all tenants and leaseholders of Cardiff Council. This competition has proved very popular and has encouraged our tenants to look after their gardens. The team are looking forward to even more people entering in 2017.

## **Let Us Know**

‘Let us Know’ events have been run throughout the year, June saw one event at the Pentyrch Village Hall. The events are an opportunity for tenants and leaseholders to meet our specialist teams and discuss what they would like to see in their neighbourhoods.

## **Special Project Grants**

The Tenant Participation Team are now able to offer grants for community projects to improve local neighbourhoods involving Cardiff council tenants and leaseholders. The process has been designed to be as easy as possible for applicants and Tenant Participation Officers are always available to help.

# Green Fingers

Ray & Katie have lived in sheltered accommodation for over 5 years, with some of the other residents they have set up a Green Fingers Club that meets up on Fridays. They are very proud of the gardens and doing gardening helps keep them fit and active. The community garden has potted plants, water features and lights, they even grow their own vegetables and share these amongst the other residents.

## *Help us, so we can help ourselves*

The residents are working closely with the Tenant Participation Team to improve the gardens.

*“We are working to get our gardens back to their former glory, we have asked for access to unused part for the gardens so we can plant more fruit and vegetables”.*

The tenants have also been liaising with Tenant participation to ensure the grass is cut regularly, green bins are collected and the local gulley is cleared. *“We want the Council to help us so we can help ourselves, the important thing is communication”.*



# Managing Anti-Social Behaviour (ASB)



Community officers meets local children at the St Mellons Fun day

Anti-social behaviour (ASB) was identified as a priority for our tenants in this year's Tenant Satisfaction Survey and it's a priority for us too!

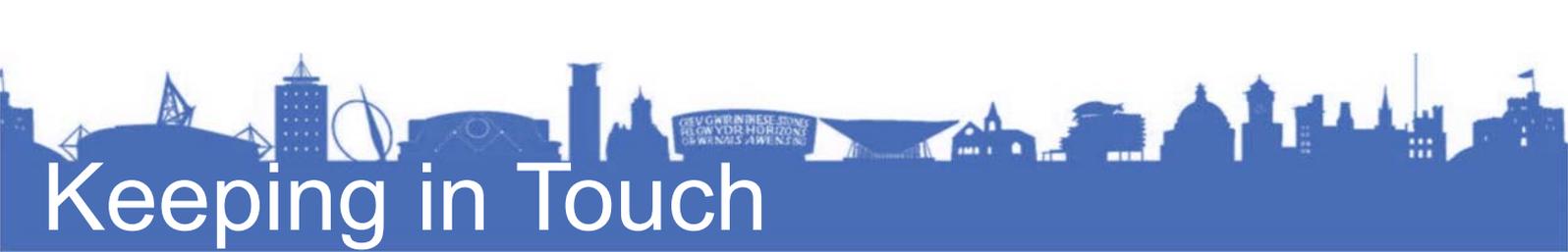
As a landlord we will take firm action to eliminate ASB. We have a dedicated Antisocial Behaviour Team, our response will be:

- To provide support to victims.
- To offer and provide support to vulnerable victims and perpetrators.
- To be proportionate.
- To work with perpetrators to help them change their behaviour.
- To act against perpetrators who continue to be anti-social.
- To work with the police to share and gather evidence.
- To take legal advice about the most appropriate action to solve the problem.

Council action to October 2016:

- 28 injunctions for abusive behaviour, domestic violence and threats to life.
- 43 target hardening actions for ASB victims.
- 10 tenants evicted.

Indicator	Target	Result
Percentage of urgent cases contacted within 24 hours.	85%	93%
Percentage of new non-urgent cases contacted in less than 5 working days	85%	96%



# Keeping in Touch

We aim to keep our customers informed of all issues and campaigns that may affect them by making use of different methods of communication in the most effective way possible.

Tenants' Times is produced and delivered to all council tenants on a quarterly basis. It is used to provide tenants with information about communities services, campaigns and initiatives. Tenants' Times is also the main way that we inform our tenants about major works and general improvements to housing stock. A reading group made up of tenants and council officers makes sure that the articles are relevant to our customers.

The Cardiff Tenants website, ([www.cardifftenants.co.uk](http://www.cardifftenants.co.uk)) and Facebook pages, ([www.facebook.com/TPCardiff](http://www.facebook.com/TPCardiff)) are continually evolving and developing to reflect information that is up-to-date and relevant. They are aimed at all communities within Cardiff. Residents provide information on recent incentives and there is up to date information about capital works and other news.



City of Cardiff Council • Communities

# Tenants' Times

Issue 43 | Winter 2016



## Developing the Workforce

Following feedback from tenants, the Responsive Repairs Unit, (RRU) has increased its workforce, expanded work day hours, increased the number of jobs completed by council tradesmen and improved the service to residents.

To develop talent RRU recruited six apprentices last year, Jason has recently finished his apprenticeship and is now working as a fulltime tradesman. *“Its brilliant working for the Council, I’m provided with my own van, power tools and a mobile phone. The managers are really supportive, if I’m unsure of what to do on a job they will either send a nearby operative to lend a hand or my line manager will come out to have a look.”*

***I get a different job every day, and gain more experience all the time***

Jason spent the first year of his apprenticeship being mentored by experienced trades people. He also finished his training at college, passing his exams and gaining an NVQ in Carpentry & Joinery. *“I was the first apprentice to get my own van and when they offered me a permanent post I was over the moon”.*

19 year old Jason covers half the city working as a carpenter, *“I get a different job every day, and gain more experience all the time, the Council has a great reputation, the pay is good and I now have a pension in place”.*



# Garage Sites & Courtyard Improvements

## WHQS Environmental Toolkit

The WHQS Environmental Toolkit provides a method of collating and scoring data on the local and wider environment of Cardiff and its homes. This data contains information to give an environmental score e.g. distance to nearest bus stop, walking time to nearest leisure centre. Measured at the postcode level, this provides approximately 1400 unique HomeAreas across the city. This data is combined with a BRE EcoHomes XB sustainability score calculated for each council property, based on the environmental performance of each dwelling and its surrounding neighbourhood.

Tenant consultation determines the weighting applied to the data recorded for each HomeArea. This ensures that tenants choose their environmental priorities. Each HomeArea will get a weighted score allowing the Council to coordinate strategies and schemes to meet the environmental requirements of the WHQS based on tenant aspirations and targeted to those areas most in need of environmental improvements.

## Garage Improvements

The Garage Improvement Programme for 2016/2017 is making great progress. The programme will enhance site security, give improved access and better surface conditions, remove hazards such as asbestos and overgrowth. Structural improvements will be completed to the roofs with new doors and over-cladding.

The following sites will be completed within the financial year:

Chard Avenue , Blue House Road, Cannington Avenue , Aberteifi A , Heol Syr Lewis, Aberteifi B, Green Meadow Drive x 3, Heol Berry, Glen View, Lydstep.





## Courtyard Improvements

The Courtyard Improvement Strategy has been developed to deliver a sustainable improvement to all courtyards of blocks of flats across the City.

The programme seeks to tackle long standing issues such as anti-social behaviour, inadequate bin storage and poor courtyard surfaces. In addition there have been a number of issues raised by residents surrounding lack of light, poor accessibility and overgrowth.

The improvements in Redhouse Crescent undertaken were:

- Removal of all trees and overgrowth along the access path to allow light.
- Erect secure fencing alongside the access path.
- Create a new secure bin store one at a more suitable location.
- Replacement sheds located in the courtyard away from the boundary to Spinney Close.
- Secure the courtyard area to ensure it is only accessible for residents through the block.
- Provide defensible space to the front of the block.
- Remove the existing fencing on top of the walls that has elements of barbed wire and replace with secure and more sufficient railings.
- Resurface the paths and courtyard to ensure a sound surface.
- Install new rotary washing lines.

The improvements have been completed and feedback from the residents has been very positive.

# Equalities

Sandown Court is the first 10 sheltered housing schemes to be refurbished under the Council's older person sheltered housing refurbishment programme. The Community Living schemes ensures that our residents are provided with a flexible home that enables them to live independently in their own home for as long as possible. The flats have been redesigned to provide open-plan living spaces, adjustable kitchens and larger, more accessible shower rooms.

All the properties will comply with the RNIB standards ensuring that new properties take into account the needs of visually impaired residents and are designed to include dementia friendly features such as wayfinding painting & colours and easier access throughout the communal spaces. The two communal spaces within the blocks have being upgraded and re-designed to provide a variety of flexible rooms so that services can be run from these blocks, including services to help residents suffering from low-level dementia.

The Housing Development Team have also started a Level Access Assessment programme on older persons housing stock to enable independent living within the community. The programme will survey and identify suitable properties and fit ramps to make them more accessible.





## Central Library Hub Translations Jan - Sept 2016

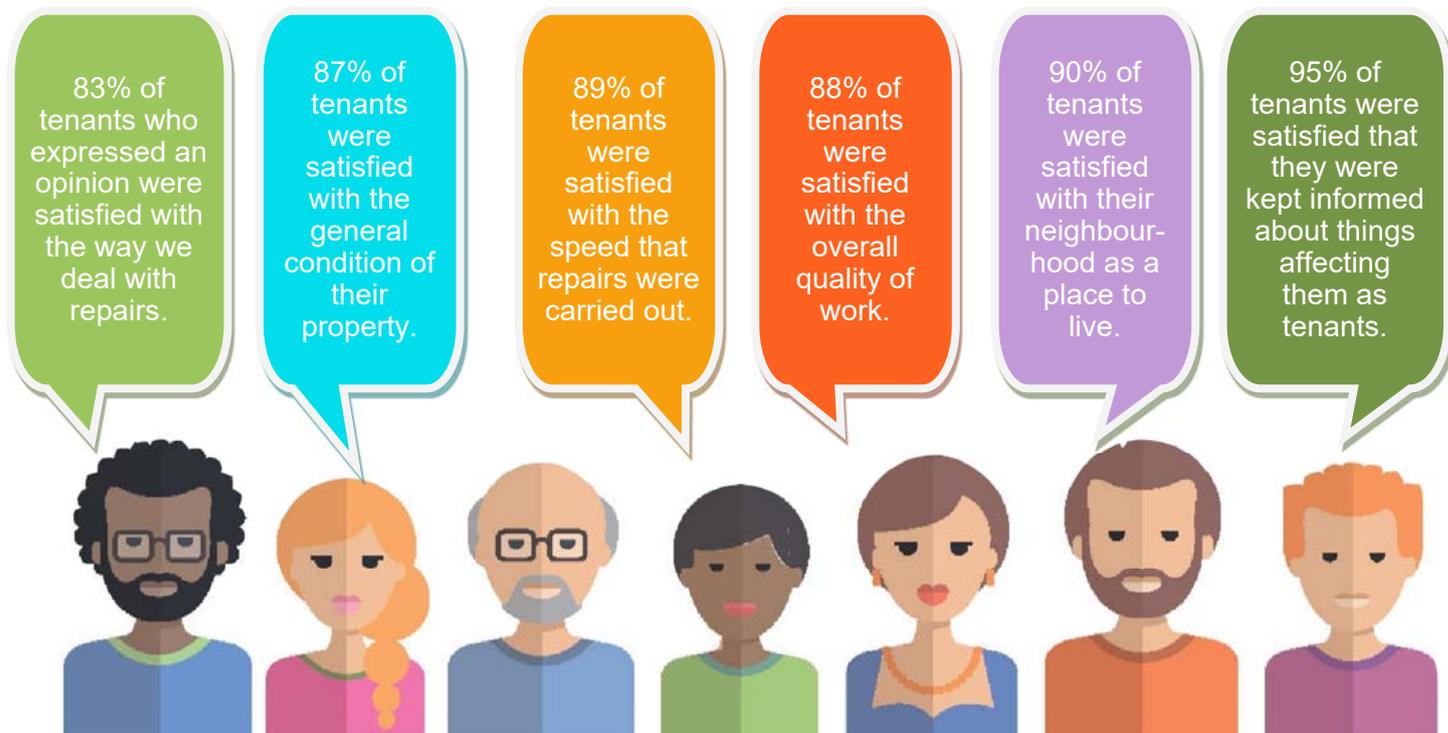
Officers working with the Hubs can speak a wide range of languages, ensuring all customers get the help they need.

Language for translation	Number of translations
Arabic	4,466
Polish	1,814
Czech	1,267
Somali	936
Spanish	637
Other	238
Urdu	212
Portuguese	195
Italian	136
French	110
Farsi	110
Chinese Mandarin	107
Welsh	62



Out of 87,137 customers over the period Jan—Sept 2016, 10,290 (11.8%) required translation services.

# Summary of the Tenant Satisfaction Survey



The majority of comments received were positive, however there were also negative comments and we have taken these on-board.

22.1% of tenants who expressed an opinion were dissatisfied with how we deal with anti-social behaviour, and 20.6% of respondents were dissatisfied with how the Council deals with complaints.

23% of tenants were dissatisfied with security issues concerning fences & hedges.

## What we have already done

Two more specialised Housing Complaint Officers were appointed in January and they have already made a significant impact on how quickly we can reply to complaints and the quality of our responses. Initially dealing with complaints regarding housing waiting list, they have recently started dealing with complaints regarding anti-social behaviour.

## What we will do now

- Work to improve customer satisfaction.
- Contact tenants who have not had their kitchen or bathroom upgraded
- Work with local residents to help improve neighbourhoods.
- Carry out a full customer satisfaction exercise about anti-social behaviour and develop an action plan.

For the full results, visit [www.cardifftenants.co.uk](http://www.cardifftenants.co.uk) and click on Annual Tenants Satisfaction Survey 2015 or contact the Tenant Participation Team.

A customer sent a card to thank Finance Officer, Tracy. She wrote, "thank you very much for your care and concern... your time is precious and you are very helpful."

Laura, a Visiting Officer with the Independent Living Service, "the people who have visited us have been so good, you would love to have them as part of the family."

Following his visit to the Central Library Hub, the customer wrote "Thank you for the safe receipt of my bus pass. Your understanding of and attention given to my problem was outstanding. "

A customer approached Senior Into Work Adviser, Khalid, was sitting outside on Mill Lane to say thank you. The customer said that he wouldn't have the job he is currently doing with Khalid's help. He added that Khalid was fantastic and thanked him for all his help and support in helping him to find the job.

A member of staff at the BBC commented that Ron, the Caretaker at Lydstep Flats, had been "brilliant as usual" in assisting with arrangements for filming.

A customer complimented CMS on the "excellent service" the team always provides. She added that the CMS Operatives who recently carried out work at her home were very polite and efficient.

The customer emailed to thank Tenancy Officer, Daniel, for his "efficient service", adding that she was "very grateful".

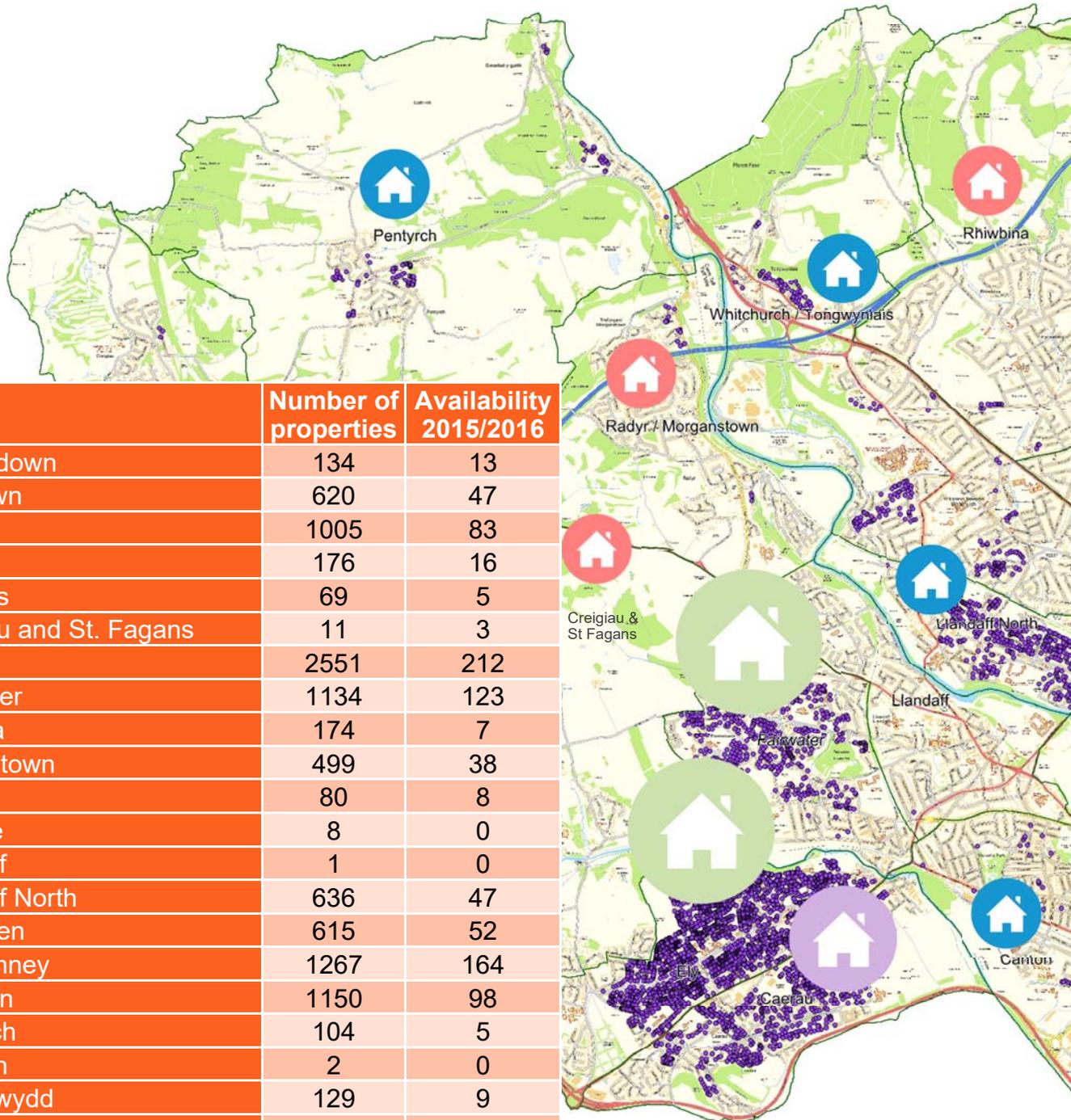
## Complaints and Compliments

Customer feedback is important to us, it helps provide valuable information about how we are performing and what our customers, Cardiff citizens and communities think about our services. We use this information to improve our services, strengthen our relationships with other customers and make better use of our resources.

We are pleased to report that our complaints and compliment figures are showing a healthy improvement. We deliver a number of different services and during the period of April 2015 to the end of March this year, the Housing and Communities section received a total of 477 complaints, which is a decrease of 5% on the previous year. Housing and Communities also received 312 compliments for staff and services provided.

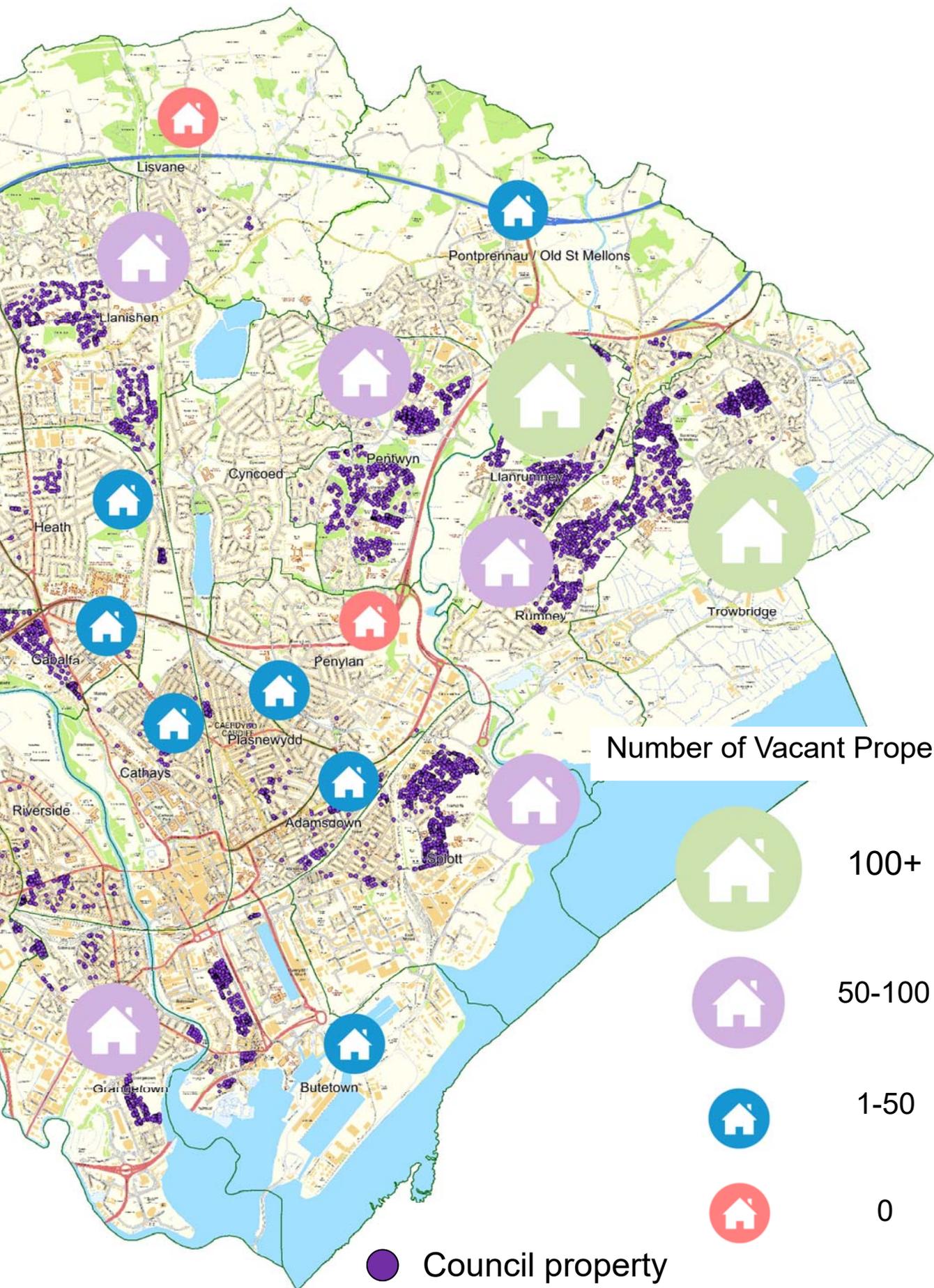
All the feedback received does make a difference, helping us improve our services. Any lessons that can be learned from a complaint are used to deliver service improvements.

# Number of Properties and Availability During 2015 - 2016

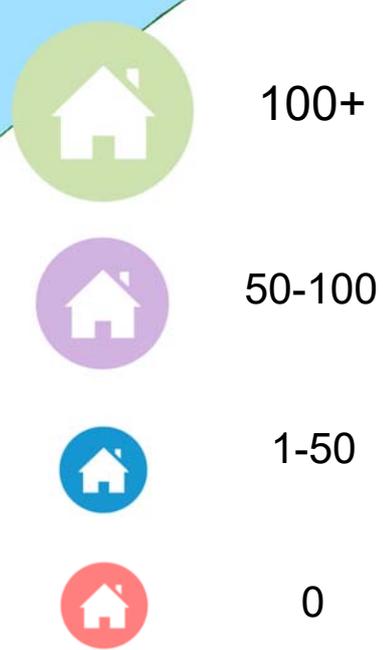


Ward	Number of properties	Availability 2015/2016
Adamsdown	134	13
Butetown	620	47
Caerau	1005	83
Canton	176	16
Cathays	69	5
Creigiau and St. Fagans	11	3
Ely	2551	212
Fairwater	1134	123
Gabalfa	174	7
Grangetown	499	38
Heath	80	8
Lisvane	8	0
Llandaff	1	0
Llandaff North	636	47
Llanishen	615	52
Llanrumney	1267	164
Pentwyn	1150	98
Pentyrch	104	5
Penylan	2	0
Plasnewydd	129	9
Pontprenau	26	0
Radyr and Morganstown	20	2
Rhiwbina	20	0
Riverside	321	43
Rumney	470	60
Sploitt	687	57
Trowbridge	1038	120
Whitchurch and Tongwynlais	515	42
<b>Grand Total</b>	<b>13462</b>	<b>1254</b>

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Ordnance Survey 100023376

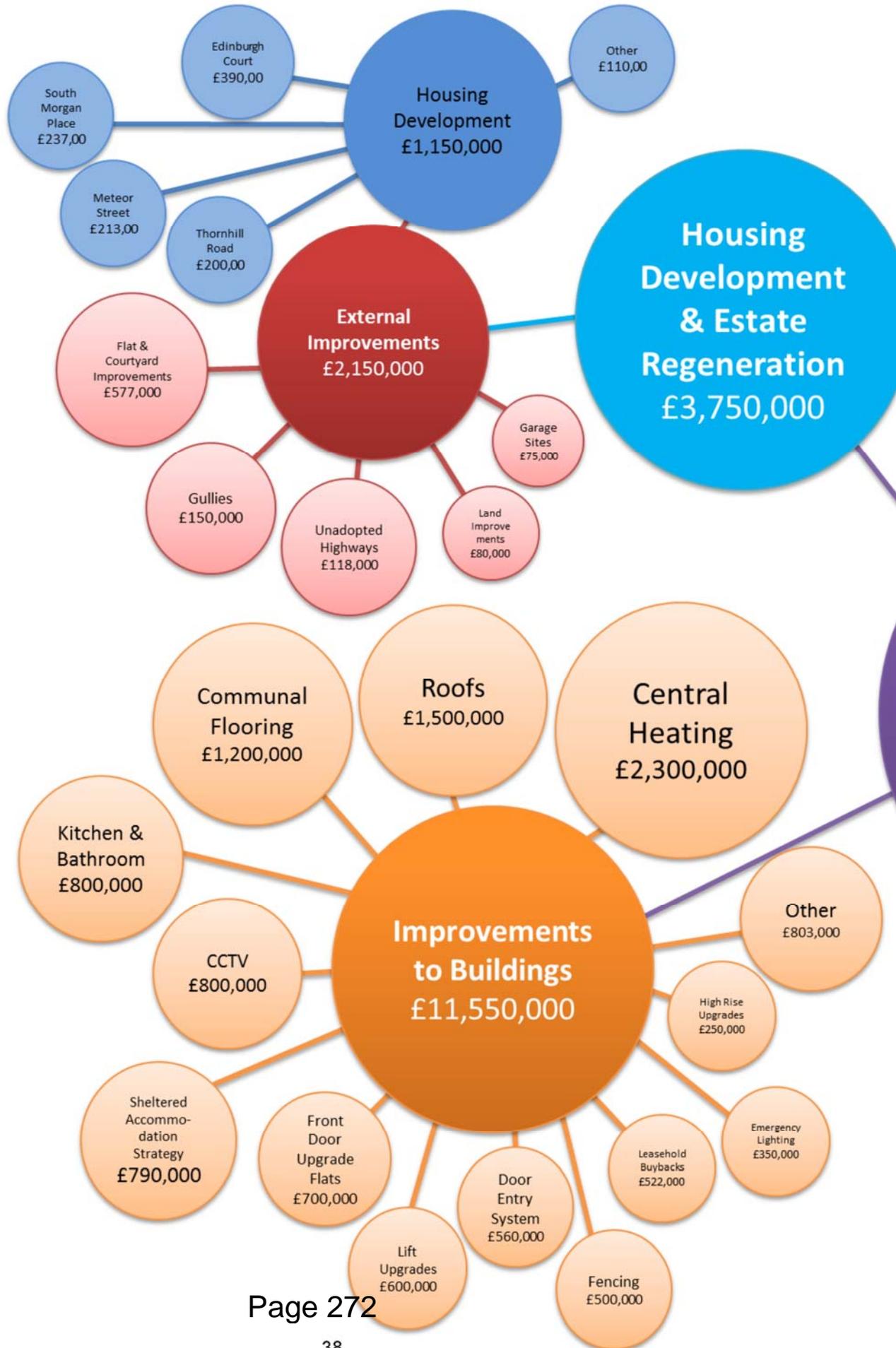


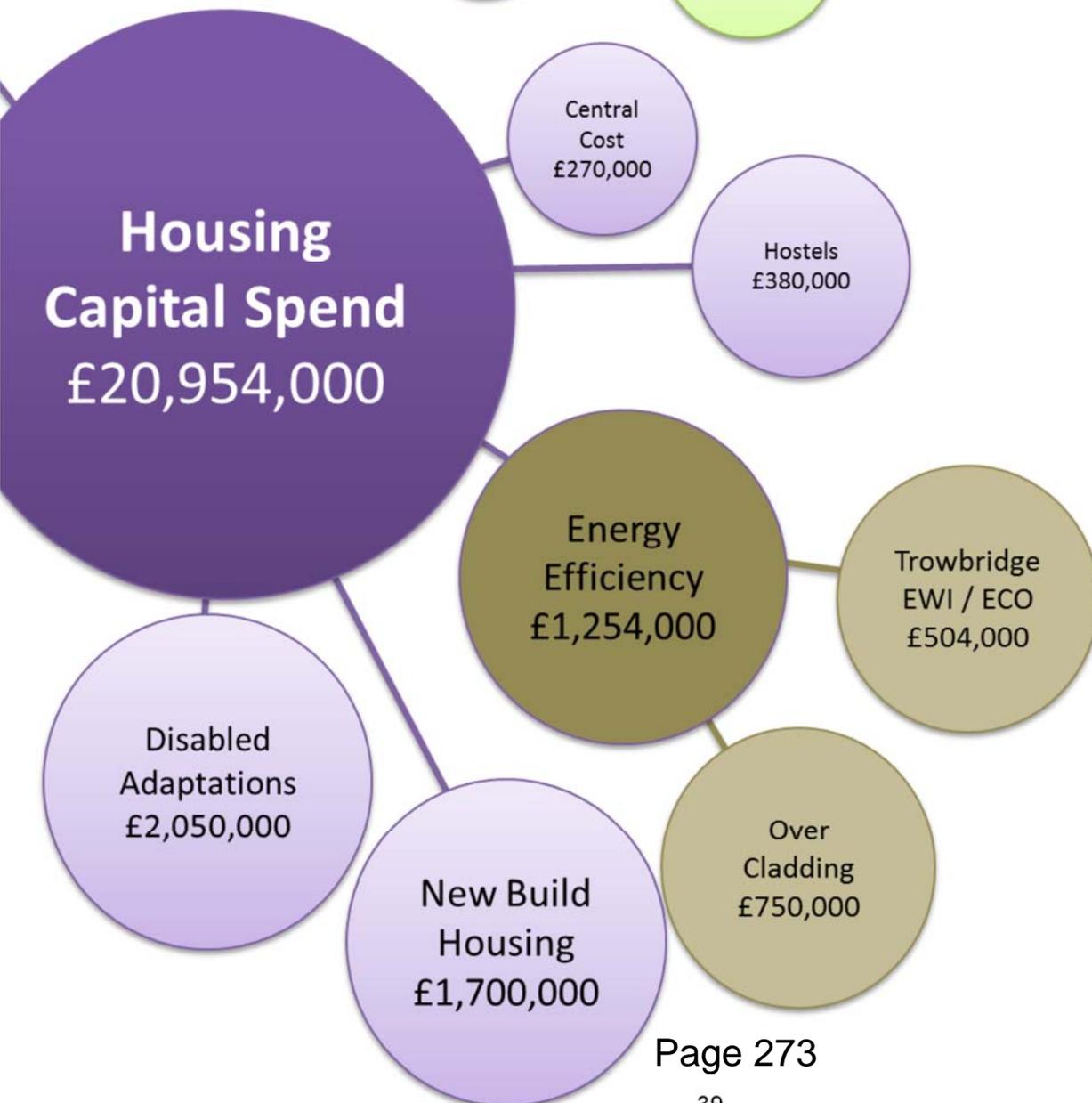
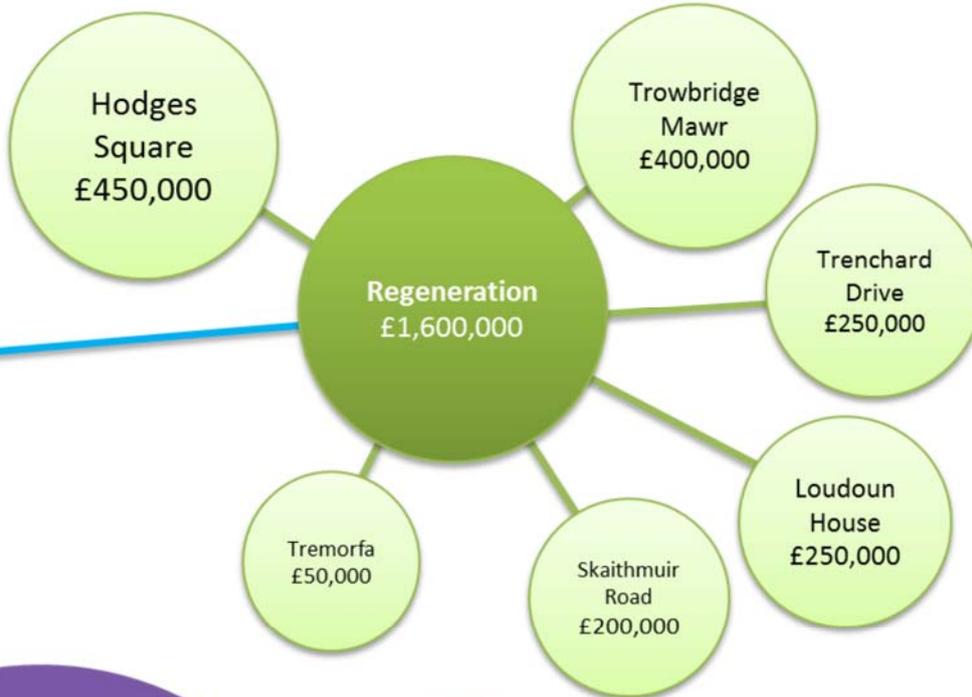
Number of Vacant Properties

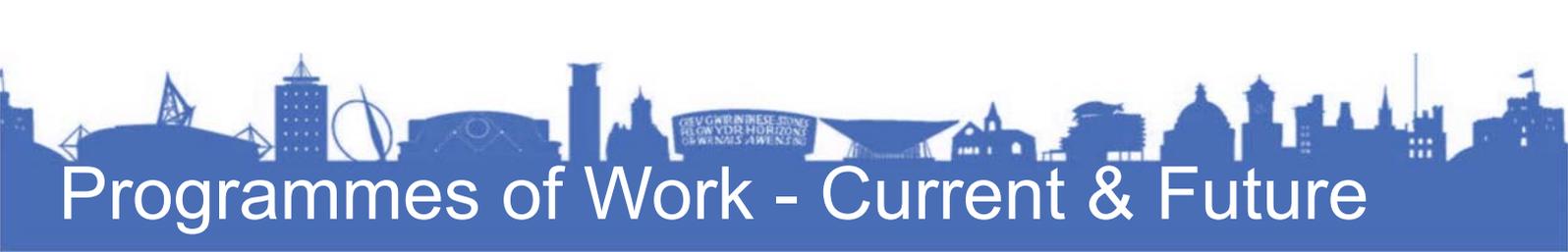


● Council property  
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# Programmes of Work Spend 2016/17







# Programmes of Work - Current & Future

## The Maelfa Regeneration

The redevelopment of the Maelfa Centre is a key regeneration priority for the Council. It will deliver a new mixed-use block with 9 new retail units on the ground floor and 38 1&2 bedroom apartments above along with 16 affordable town houses, 58 new private houses, new streets, parking and public spaces.

As part of the project significant refurbishment works to improve the Maelfa Flats will be carried out. This will include the re-design of the ground floor of the block to provide an improved entrance lobby, new stairs and ramps to improve access to the building for all. There will also be space for community use.



## Painting programme

We are continuing our painting programme works.

The next phase will see over 3,000 flats and houses painted, this will cover all external areas on properties including gates and fences.

- Butetown
- Canton
- Cathays
- Creigiau and St. Fagans
- Ely
- Fairwater
- Grangetown
- Heath
- Lisvane
- Llandaff North
- Llanishen
- Llanrumney
- Pentwyn
- Pentyrch
- Radyr and Morganstown
- Rhiwbina
- Riverside
- Rumney
- Trowbridge
- Whitchurch and Tongwynlais



## Fire Door upgrades

We currently in the middle of programme of works to upgrade all front doors in low-rise flats across the city to Secure by Design Fire Doors. This will greatly improve security, fire safety and the aesthetics of the communal areas.



## Roofing works

As roof coverings come to the end of their lifespan we will renew them and where necessary, we will also provide new fascias, soffits and rain water goods. We intend to commence a roofing scheme on selected dwellings in the spring of 2017.



## Energy efficiency works

To increase thermal efficiency and bring down energy costs we are continuing to upgrade the insulation in our properties. Lofts will be topped up with insulation to a depth of 300mm. All eligible properties will also have cavity wall insulation.



## Communal lighting upgrade

To improve safety we are currently upgrading our communal areas with new communal lighting & incorporating emergency lighting.



# Evolution of non traditional buildings



Caerau Lane

Double Glazed Windows Installed 2001

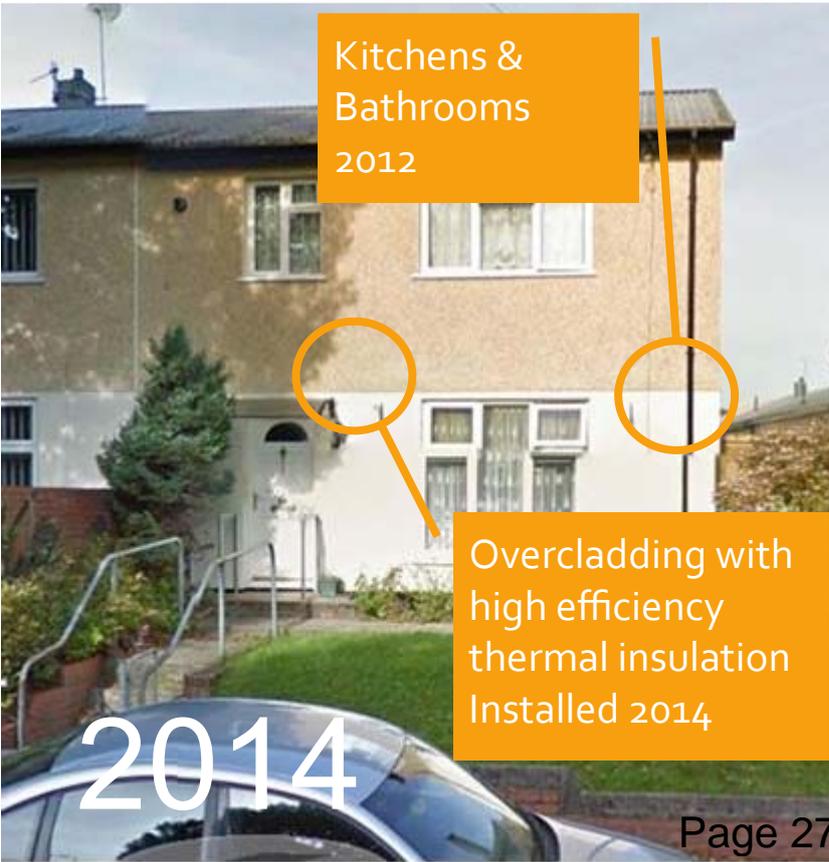
2001



Property painted 2004

New front door 2007

2008



Kitchens & Bathrooms 2012

Overcladding with high efficiency thermal insulation Installed 2014

2014

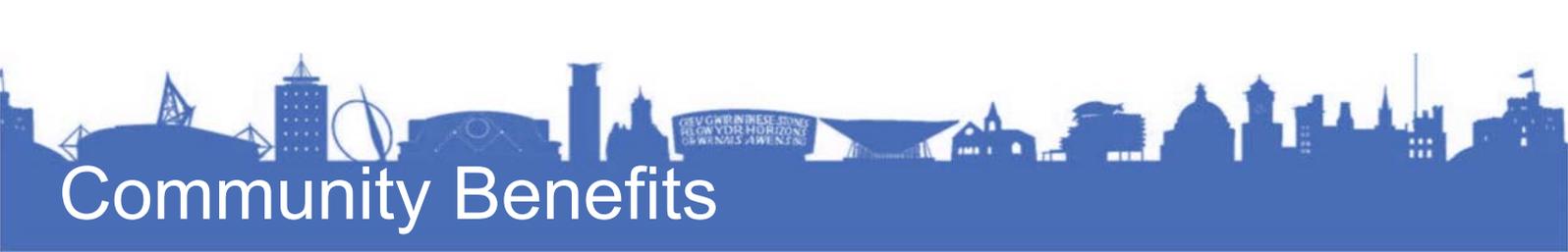


Roof renewed and loft insulated 2016

A rated boiler installed 2015

2016





# Community Benefits

All external contractors working for the Council are required to put benefits back into the community through a mixture of employment, training, and community support. This is measured annually by the Welsh Government's Value Wales Community Benefits Toolkit.

The Council's commitment to deliver 'community benefits' outcomes from our procurement activity is designed to ensure that wider social and economic issues are taken into account when spending public money. The intention is to achieve the very best value for money in the widest sense.

Wates Construction Community Week is an annual event that gives Wates employees the opportunity to support a local cause. In June 2016 staff from Wates Construction visited Minton Court Sheltered accommodation as part of their Lend a Hand Community Week. The team tended and tidied up the gardens, planted new plants and added hanging baskets.

Under difficult weather conditions they gave the gardens some much needed love and attention. The tenants commented on how nice it looks and how they will enjoy the garden as soon as the weather cleared up.





## Value Wales Community Investment

Ian Williams is committed to putting benefits back into the community through employment, training and community projects that relate closely to the Value Wales Community Benefits Toolkit.

### Key facts & figures since the start of our contract...

For every £1 spent on our contract with City of Cardiff Council, £1.99 has been re-invested back into the Welsh economy

The total number of apprentice weeks created equates to 10 years

**£1 million** contribution to social enterprise businesses

We've invested over **£53 million** with SME businesses operating in Wales and contributed £24 million to income of people living in Wales

The total number of graduate placement weeks and work experience / intern weeks completed as part of this contract is 1,383

The overall headline investment is over **£162 million** into the Welsh and UK economies

Our specific community investments through sponsorship, cash donations and in-kind donations of labour, goods and services totals **£133,000**

**ian williams**  
Looking after Buildings

# Securing our Properties for Future Generations

Following a public consultation the Council has applied to the Welsh Government to suspend the Right to Buy /Acquire social housing across Cardiff for a period of 5 years. The need for affordable rented homes is very high and we need to return all our properties for those in need.

Over 15,000 council houses have been sold and whilst the Council and housing associations are building over 200 new homes a year across Cardiff that is not enough to meet the demand.

There are currently over 8,000 applicants waiting for affordable rented housing but only 867 council and 570 housing association properties became available to let last year.

The Cabinet Secretary for Communities and Children, Carl Sargeant said it was important to retain existing social housing stock and that legislation to abolish the Right to Buy and the Right to Acquire was already underway.

*“This will enable us to retain safe, secure and affordable social housing all over Wales and will enable housing associations and councils to invest with confidence in building new homes.”*

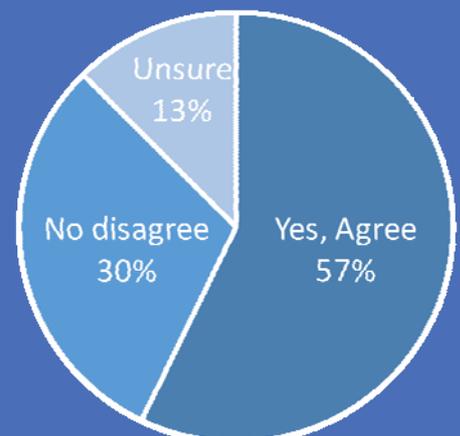
An application to suspend the RTB across Cardiff has been submitted to Welsh Government. We await their decision.

The council sent an information leaflet and consultation survey form to all council and housing association tenants as well as all applicants on the housing waiting list. In total approximately 30,000 survey forms were distributed. Additionally the consultation survey was available to the wider public via the council website [www.cardiff.gov.uk](http://www.cardiff.gov.uk).

A total of 2,785 responses were received to the consultation which ran from 28th November to 31st December 2016.

## Do you agree that the right to buy council and housing association properties should be suspended?

Yes, Agree	1584	57.20%
No disagree	841	30.40%
Unsure	345	12.50%
Total	2770	100%



# Building New Homes



## Welsh Government Support for Affordable Houses

The Cabinet Secretary for Communities and Children Carl Sargeant said:

*"Building homes delivers important benefits beyond simply putting a roof over people's heads. Alongside the well-documented health and education benefits that good quality housing provides for children and families, building homes of all tenures has a significant positive impact on the Welsh economy and on our communities."*

Cardiff Council aims to play a full role in helping to deliver this commitment by actively delivering new build schemes through a range of innovative projects.

We have already implemented the 'Cardiff Living Programme' however, this is not the only approach we are taking to increase the number of Council homes. In this year we have delivered a new 6-bed supported housing scheme, converting a former day centre at Meteor Street into much needed specialist housing provision and we will shortly complete the remodelling of a former children's home at Thornhill Road providing 8 self-contained older person flats. We are also actively buying suitable property from the market. This way we are able to purchase new housing units quickly and match property with need.

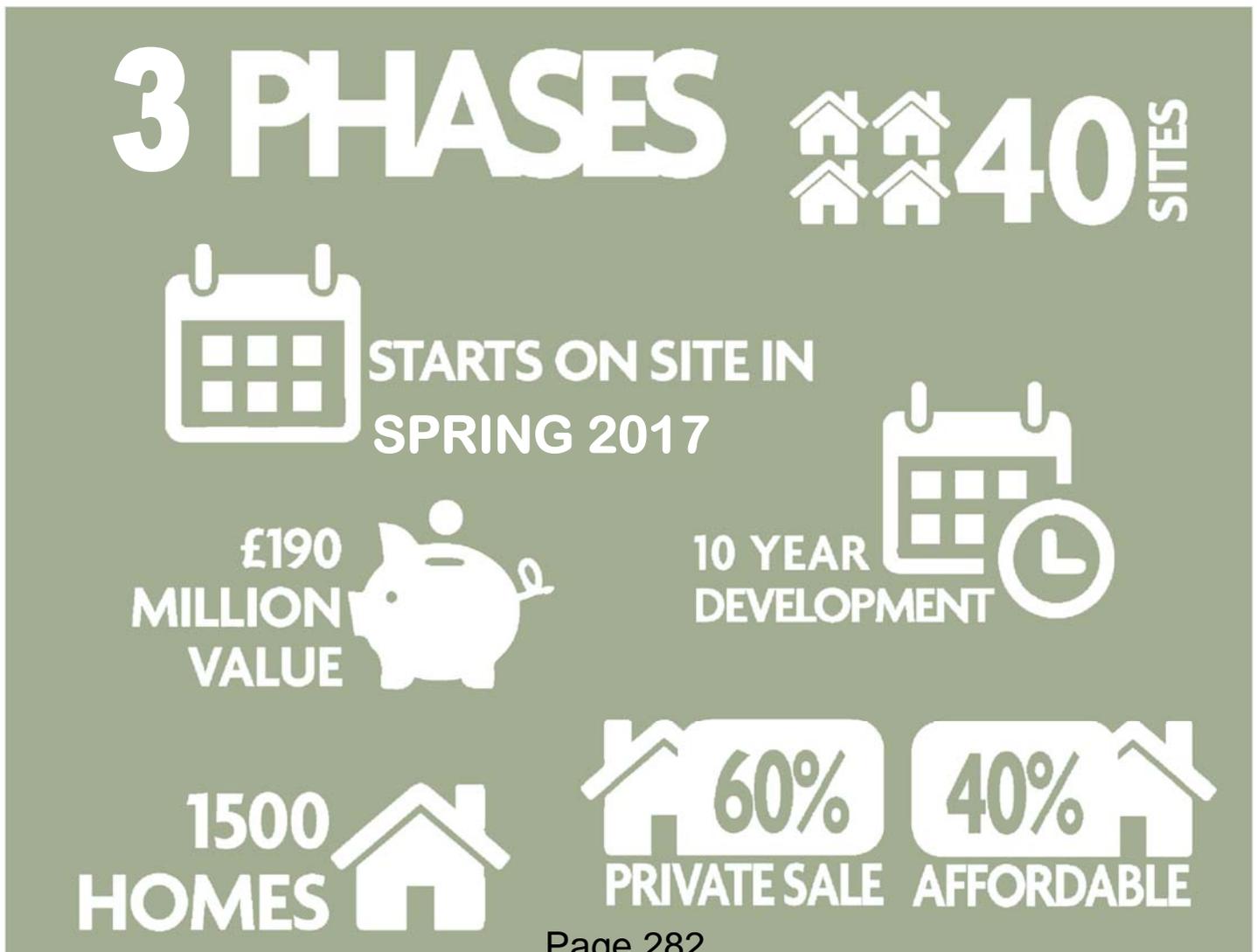
Furthermore, a second programme of council housing development is being created— we have already identified a further 8 development sites which have the potential to deliver at least 150 new homes and some of which will be delivered through innovation solutions such as modular construction. In order to move these schemes forward Officers will seek permission from Cabinet to continue to appropriate land, buy land and property from the market and investigate procurement routes or the use of existing frameworks.

## Overview

Cardiff Living (formerly known as the Housing Partnership Project) is an exciting development partnership between Cardiff Council and national developer Wates Residential.

The programme will deliver 1500 new homes over a 10-year period. These homes will be built over 40 sites across Cardiff split into 3 phases of development, with the first phase commencing in Spring 2017. At least 40% (around 600) of these homes will be council homes available for rent through the council's existing allocations process, with a small number being made available to first time buyers through the council's low cost home ownership scheme. The remaining 60% (around 900) homes will be available for purchase on the open market through Wates Residential under the brand 'Cardiff Living'.

All of the properties built through this project will meet high levels of sustainability and energy efficiency, ensuring that we help tackle fuel poverty.



# Community Benefits For New Build

Community benefits will be delivered throughout the 10 year build programme: the creation of new jobs and training with opportunities for local groups and businesses.



**SUPPORT THE EMPLOYMENT OF OVER 6400 PEOPLE**

**DEVELOPMENT OF LOCAL SUPPLY CHAIN**

**GRADUATES**

**APPRENTICESHIPS**



**CREATE OVER 9,000 TRAINING WEEKS FOR CARDIFF RESIDENTS**



**INNOVATIVE EDUCATION INITIATIVES**



**SUPPORT FOR VETERANS**



**WORK PLACEMENTS**

**ECONOMIC GROWTH THROUGH LOCALLY PROCURED SUPPLY CHAINS**



Sites	Marketing names	Planning submission dates	Start on site	Est. Construction Period
Braunton & Clevedon	Captain's View & Captain's Walk	Spring 2016	Spring 2017	110 weeks
Willowbrook	Silvervale Park	Spring 2016	Spring 2017	160 weeks
Llanrumney Depot	Mount Pleasant Lane	Summer 2016	Summer 2017	69 weeks
Walker House	Walker Mews	Summer 2016	Summer 2017	61 weeks
Ty To Maen	Hortensia Place	Summer 2016	Summer 2017	47 weeks
Snowden and Wilson	n/a	Spring 2017	Autumn/Winter 2018	59 weeks
Ty Newydd	n/a	Spring 2017	Autumn 2018	51 weeks
Briardene	Briardene Walk	Summer 2017	Summer 2018	72 weeks
Llandudno Road	Cartwright Place	Summer 2017	Winter 2019	46 weeks
Highfields	Aspect Place	Summer 2017	Autumn 2018	110 weeks



## Sustainability

- All homes will be built to high energy efficiency standards.
- All homes will be more sustainable, resulting in lower energy bills for residents.
- All homes will be more efficient because of physical fabric
- All homes will have reduced demand for energy.

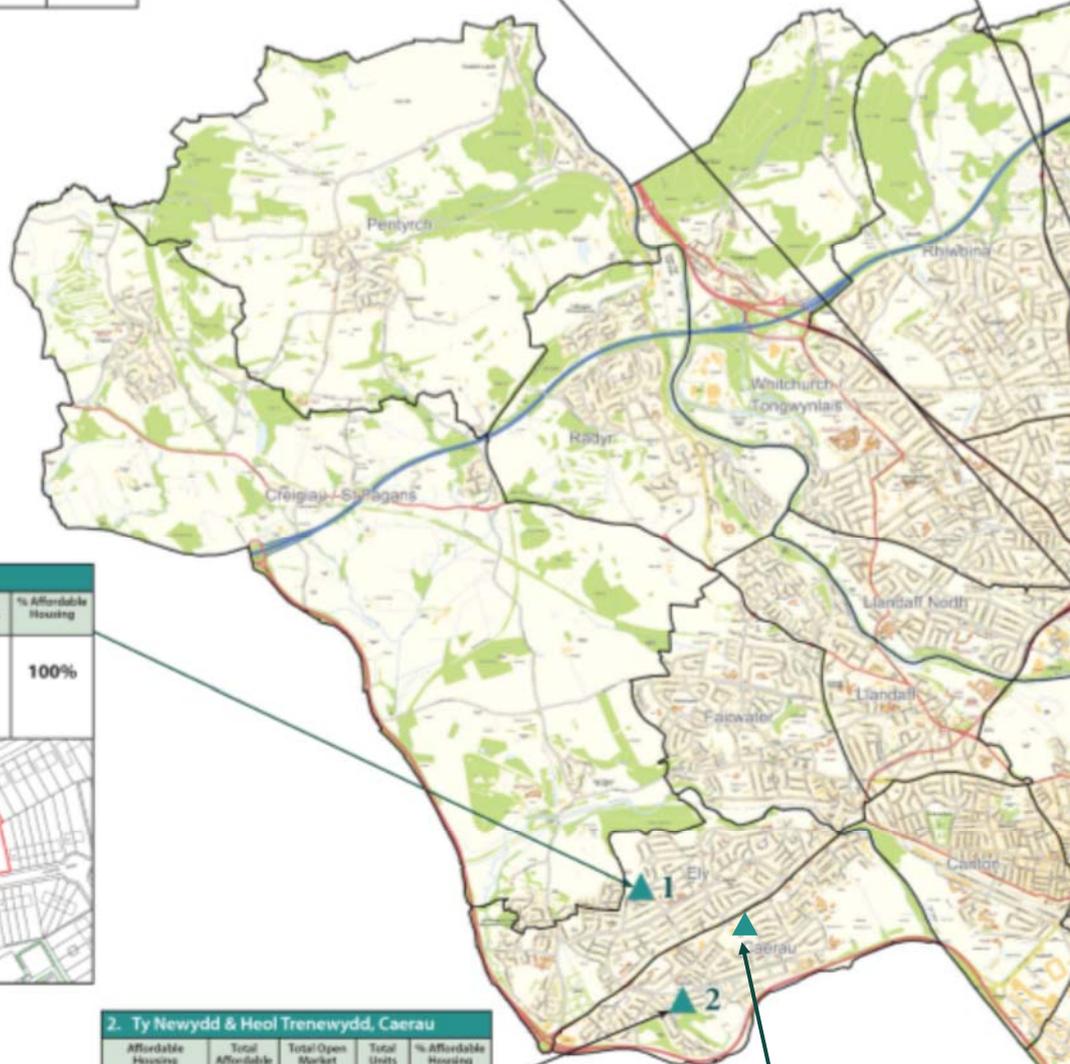
# Cardiff Living - Phase 1 List of Sites

GEY GWIRBINE SONE  
FLWYDOR HORIZON  
O'R WINDS A WENJING

Total				
Affordable Housing unit mix	Total Affordable	Total Open Market	Total Units	% Affordable Housing
2 bed	34			
3 bed	142			
4 bed	0			
1 bed flat	9			
2 bed flat	80			
	<b>195</b>	<b>291</b>	<b>486</b>	<b>40.12%</b>

3. Briardene, Gabalfa				
Affordable Housing unit mix	Total Affordable	Total Open Market	Total Units	% Affordable Housing
2 bed	-			
3 bed	-			
4 bed	-			
1 bed flat	6			
2 bed flat	3			
	<b>9</b>	<b>30</b>	<b>39</b>	<b>23%</b>

4. Highfields, Heath				
Affordable Housing unit mix	Total Affordable	Total Open Market	Total Units	% Affordable Housing
2 bed	-			
3 bed	-			
4 bed	-			
1 bed flat	5			
2 bed flat	5			
	<b>10</b>	<b>32</b>	<b>42</b>	<b>24%</b>



1. Snowden and Wilson Road, Ely				
Affordable Housing unit mix	Total Affordable	Total Open Market	Total Units	% Affordable Housing
2 bed	6			
3 bed	2			
4 bed	-			
1 bed flat	12			
2 bed flat	-			
	<b>20</b>	<b>0</b>	<b>20</b>	<b>100%</b>

2. Ty Newydd & Heol Trenewydd, Caerau				
Affordable Housing unit mix	Total Affordable	Total Open Market	Total Units	% Affordable Housing
2 bed	2			
3 bed	-			
4 bed	-			
1 bed flat	9			
2 bed flat	5			
	<b>16</b>	<b>0</b>	<b>16</b>	<b>100%</b>

Additional development properties:  
Caldicott Road - 16 units





### 5. Walker House, Llanishen

Affordable Housing unit mix	Total Affordable	Total Open Market	Total Units	% Affordable Housing
2 bed	2			
3 bed	2			
4 bed	-			
1 bed flat	-			
2 bed flat	-			
<b>Total</b>	<b>4</b>	<b>12</b>	<b>16</b>	<b>25%</b>



### 10. 11-22 Ty To Maen, Old St. Mellons

Affordable Housing unit mix	Total Affordable	Total Open Market	Total Units	% Affordable Housing
2 bed	2			
3 bed	-			
4 bed	-			
1 bed flat	-			
2 bed flat	-			
<b>Total</b>	<b>2</b>	<b>6</b>	<b>8</b>	<b>25%</b>



### 9. Willowbrook West, St Mellons

Affordable Housing unit mix	Total Affordable	Total Open Market	Total Units	% Affordable Housing
2 bed	14			
3 bed	11			
4 bed	-			
1 bed flat	18			
2 bed flat	15			
<b>Total</b>	<b>58</b>	<b>143</b>	<b>192</b>	<b>30%</b>



### 7. Llanrumney Depot, Mount Pleasant Lane

Affordable Housing unit mix	Total Affordable	Total Open Market	Total Units	% Affordable Housing
2 bed	21			
3 bed	-			
4 bed	-			
1 bed flat	4			
2 bed flat	6			
<b>Total</b>	<b>31</b>	<b>0</b>	<b>31</b>	<b>100%</b>



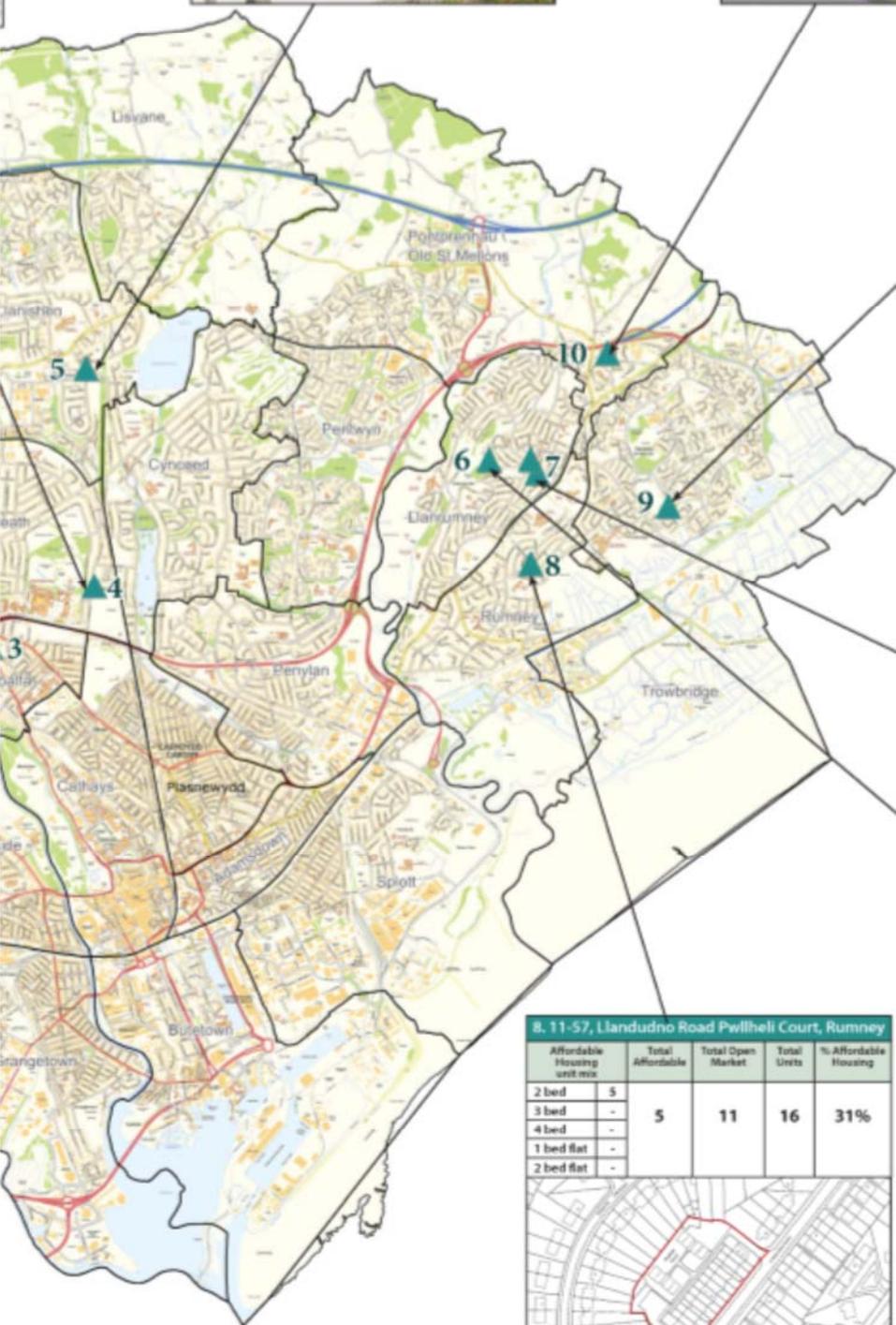
### 6. Braunton Crescent and Clevedon Road, Llanrumney

Affordable Housing unit mix	Total Affordable	Total Open Market	Total Units	% Affordable Housing
2 bed	16			
3 bed	6			
4 bed	9			
1 bed flat	9			
2 bed flat	-			
<b>Total</b>	<b>40</b>	<b>66</b>	<b>106</b>	<b>38%</b>



### 8. 11-57, Llandudno Road Pwllheli Court, Rumney

Affordable Housing unit mix	Total Affordable	Total Open Market	Total Units	% Affordable Housing
2 bed	5			
3 bed	-			
4 bed	-			
1 bed flat	-			
2 bed flat	-			
<b>Total</b>	<b>5</b>	<b>11</b>	<b>16</b>	<b>31%</b>



Date : February 2017

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# Resource Planning

## Financial Resources

Now that Cardiff has met the Welsh Housing Quality Standard it is important to ensure the standard is maintained and investment is planned accordingly. The level of actual investment required will vary year on year and consequently detailed programmes of work require adjustment on a yearly basis. A detailed draft programme of works for the next five financial years is included on the Five Year Capital & Revenue Budgets pages.

The Business Plan includes a provision for kitchens and bathrooms that are deemed as acceptable fails, e.g. tenant refusal. These will be improved as properties become vacant or tenants change their minds. Despite publishing articles in the local press there has been limited take up in respect of acceptable fails.

A 30-year financial Business Plan model has been produced for the Housing Revenue Account. Most of the day-to-day income and expenditure estimates within the Business Plan model are based on historic trends and/or reflect current HRA budgets.

Estimated data has been incorporated from 2018/19 onwards. The key assumptions used within the base model from 2018/19 onwards are as set out in the Housing Revenue Account Business Plan parameters as advised by the Welsh Government.

Therefore, from 2018/19 onwards, the model assumes that rent increases will be within a range of 2.35% to 3% per annum. With respect to service charges, those charges which are normally increased in line with inflation have been frozen and a small number of charges have been increased for full cost recovery. There are some standstill charges where cost recovery is being achieved and some charges are decreased in line with reduced costs. Voids and bad debts are currently 1.40% and 0.74% respectively. These have been increased to 2.03% and 1.36% by year 7 of the plan, and are fixed at this level over the remainder 30 year period. Consumer and retail price indexes are estimated to be within a range of 1% and 3% throughout the model.

The Council's stock condition database provides details of the improvements carried out to each individual property, block of flats or maisonette within the Council. This will provide more accurate forecasts and will allow for the programmed works to be planned and costed accordingly. The Council will seek to achieve value for money in all respects by the most efficient, effective and economic use of resources.

## People

The Council recognises that its employees are the single most important part of the Council's capability to successfully deliver its aims and aspirations, and to deliver the best services possible for the citizens and communities of Cardiff. The Personal Performance and Development Reviews (PPDR) are a crucial aspect in developing, maintaining and motivating the workforce. As such the Directorate is committed to ensuring that, where possible, all employees receive a PPDR and know exactly how they are doing in their jobs and how their role relates to the overall objectives and vision of the Council.

## Capital Resources

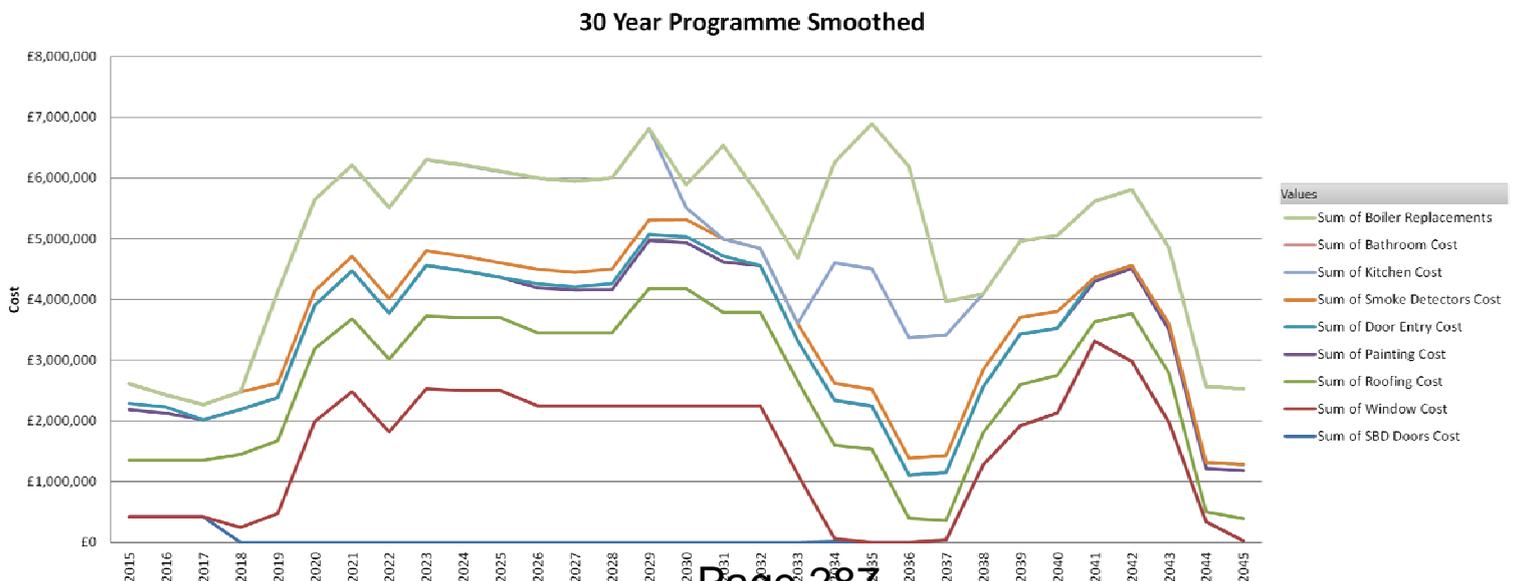
The capital resources assumed for future years and the planned expenditure using those resources are identified in this section. The Business Plan assumes that the Council continues to receive the Major Repairs Allowance (MRA) Grant from the Welsh Government at existing levels of £9.6m per year for the term of the Plan. Any reductions to this will have an impact on affordability and the level of borrowing required if the improvements made in achieving WHQS are to be maintained. No provision for council house sales has been included in the financial plan post 2017/18. In addition, no provision has been made for land receipts within the financial model but if received, these would be used to reduce any borrowing requirement in the year. This shows a prudent worst case scenario and thus any subsequent land receipt income will have a positive impact on the Business Plan.

## Component Lifespan

Typical Components	Roof	Wiring systems	Bathroom	Windows	Boiler	Doors	Door entry systems	Kitchen	Smoke alarms	Painting
Average Lifespan (Years)	40	30	25	25	20	20	15	15	10	8
Average cost of replacement	£5,000	£1,300	£1,000	£2,500	£3,187	£1,500	£4,000	£1,500	£250	£400

## 30 Year Plan

The 30 year plan incorporates life cycles of property elements and budgetary commitments. Due to the high amount of work completed on properties in the run up becoming WHQS compliance a large number of elements become due for renewal in a short space of time. To ease budget constraints and improve efficiency of renewal the 30 year plan goes through a smoothing process.



## Sustainability

We work in partnership with suppliers and contractors to acquire the best quality materials for the best value. We ensure that environmental criteria are used in the award of contracts, when assessing value we consider the whole life cycle of a material, including installation, maintenance and final disposal. The council will source green energy wherever possible and consider suppliers environmental credentials. This means that the cheapest product does not necessary deliver the best value.

## HRA Limit of Indebtedness

The Housing Revenue Account Capital Finance Requirement, (£276.6m at 31 March 2016) remains within the Councils borrowing cap, (£316.5m set by Welsh Government) over the period of the business plan and is compliant with the minimum annual interest payments

## Sensitivity Analysis

The projections within the financial model are extremely sensitive to changes in forecast expenditure levels, capital financing assumptions, and the projected income levels and inflation rate changes.

### Sensitivity Analysis of the Business Plan 2017-18

	Operating Account / HRA Balance		Change to 30 yr model compared to base model
	Year 10	Year 30	
	£m	£m	£m
Base Model	10.624	51.365	-
Additional 1% on repairs inflation from year 3	8.955	43.183	(8.182)
Additional 1% capital expenditure from year 3	10.221	45.193	(6.172)
Additional 1% management expenditure from year 3	9.874	47.125	(4.240)
Additional 1% void rent loss from year 3	(2.354)	(16.113)	(67.478)
Rental increase by CPI only from year 5	(0.066)	(311.893)	(363.258)
CPI 1% from year 3	(15.248)	(673.168)	(724.533)
Additional 1% bad debts from year 3	4.189	18.571	(32.794)

## Analysis of Items Included in the HRA



The items above are in accordance with relevant legislation and other guidance including the Welsh Office Circular 33/95.



# Impact of Welfare Reform

**Welfare Reform** -The Business Plan has given consideration to the impact of Welfare Reform. Financial modelling was carried out in an attempt to consider likely scenarios, particularly in respect of potential increases to rent arrears as a result of the reductions in Housing Benefit due to property rent/size restrictions. In addition, the modelling considered the potential additional costs of collection and arrears recovery.

The Council is putting in place various measures to minimise this impact. Tenants have been provided with detailed information about the changes, setting out available options including home swapping and property transfers. The waiting list process has been simplified and affected cases will be prioritised within this process.

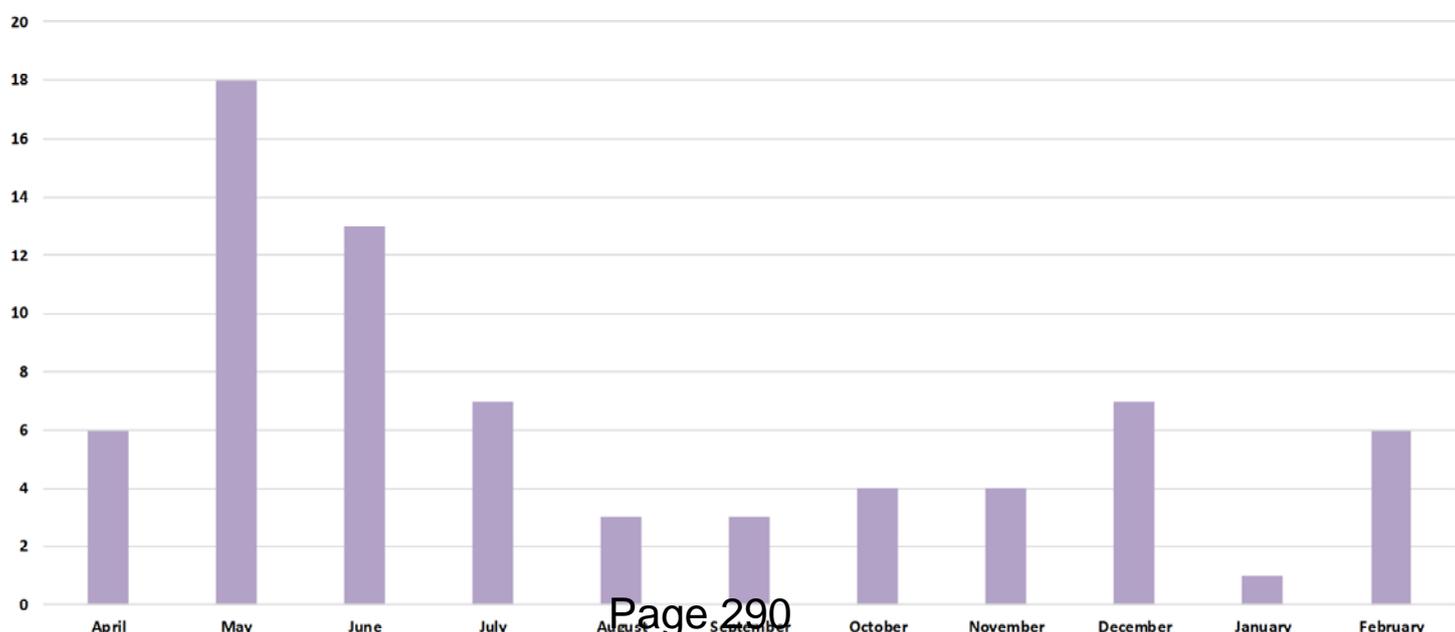
Universal Credit started to be rolled out gradually in Cardiff from November 2015. It replaces 6 benefits (including Housing Benefit) and is paid monthly in arrears directly into the claimant's bank account. Many tenants would have their Housing Benefit paid directly to their rent account, under Universal Credit this is not generally the case. This means that tenants are required to budget effectively and pay their rent from the Universal Credit Payments that they receive.

The Benefit Cap is a limit placed on the total amount of benefits a working age household can receive. Benefits in Cardiff will be capped at £384.62 per week for couples and families and £257.69 per week for single adults. Although these limits apply from 7th November 2016, not all households will be affected by the change straight away.

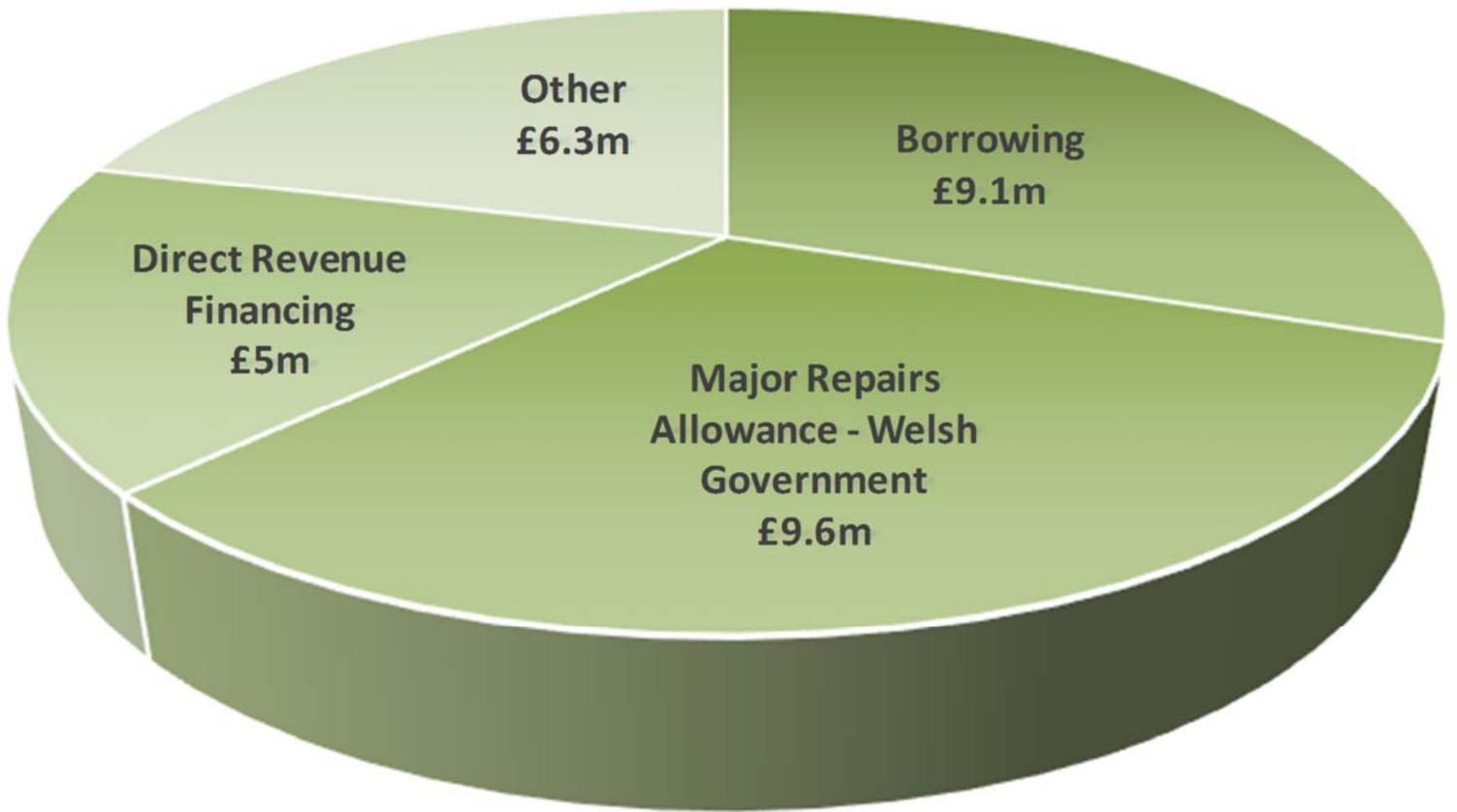
If you are single and under the age of 35, you will be normally be entitled to the shared accommodation rate only, whatever type of accommodation you live in.

To help with these challenges we are rolling out online access across the city, giving budget advice in all the Hubs and we have set up a new Welfare Liaison Team.

**Number of tenants moved due to welfare reform 2016-17**



# How do we fund our Capital improvements programme 2017/18?



# Capital & Revenue Budgets

## Capital Spend

Scheme Title	2017/18	2018/19	2019/20	2020/21	2021/22
	Budget	Budget	Budget	Budget	Budget
PUBLIC SECTOR HOUSING -	£,000	£,000	£,000	£,000	£,000
Regeneration and Area Improvement Strategies	4,500	3,502	3,607	3,442	2,701
External and Internal Improvements to Buildings					
Central Heating Boilers	1,000	1,030	1,061	1,093	1,126
Communal Heating Systems - High Rise/Sheltered	1,600	0	0	0	0
Roofs	2,200	721	1,591	1,639	1,688
Rewiring & Emergency Lighting	1,300	515	530	546	563
Fencing & Defensible Space	500	515	530	546	563
Door Entry Systems	450	515	530	546	225
Front Door Upgrades to Flats	1,200	258	0	0	0
Lift Upgrades & Renewals	600	515	0	0	563
Windows & Door Upgrades	1,000	1,030	1,061	2,185	2,251
Highrise Upgrades	2,000	5,665	4,297	0	0
Kitchens & Bathrooms	1,000	1,030	1,061	3,278	3,377
B.I.S.F. Refurbishments	500	618	679	0	0
C.C.T.V.	250	0	0	273	0
Structured Works Underpinning	250	258	106	109	0
Sheltered Accommodation Improvement Strategy	400	824	1,591	1,038	1,069
HUBs	355	300	0	0	0
Housing Partnering Project / Development	8,500	12,515	6,790	2,623	7,991
Disabled Facility Service	2,300	2,369	2,440	2,513	2,589
Central Costs	100	103	106	109	113
<b>Total Programme</b>	<b>30,005</b>	<b>32,282</b>	<b>25,981</b>	<b>19,942</b>	<b>24,817</b>
Funded					
Prudential Borrowing - HPP / Development	(6,200)	(12,065)	(6,790)	(2,623)	(7,991)
Prudential Borrowing - to balance programme	(2,905)	(5,117)	(4,542)	(2,620)	(2,076)
Major Repairs Allowance	(9,600)	(9,600)	(9,600)	(9,600)	(9,600)
Direct Revenue Financing Existing	(1,600)	(1,650)	(1,650)	(1,700)	(1,750)
Direct Revenue Financing - Additional Post HRAS Reform	(3,400)	(3,400)	(3,400)	(3,400)	(3,400)
S106 and other Concs	(2,300)	(450)	0	0	
Capital Receipts	(4,000)	0	0	0	0
<b>Total Funding</b>	<b>(30,005)</b>	<b>(32,282)</b>	<b>(25,981)</b>	<b>(19,942)</b>	<b>(24,817)</b>

2018/19 - 2021/22—Increased for assumptions RE Inflation

## Revenue Spend

Housing Revenue Account	2017/18	2018/19	2019/20	2020/21
	Budget	Budget	Budget	Budget
	£000	£000	£000	£000
Employees	13,501	13,719	14,005	14,559
Premises - Council House Repairs	18,600	19,158	19,733	20,325
Premises - Other Repairs and Maintenance	1,089	1,122	1,156	1,191
Premises - Other Premises Costs	2,663	2,743	2,825	2,938
Transport	137	141	145	151
Supplies & Services	2,858	2,933	3,021	3,142
Support Services	5,997	6,177	6,362	6,616
Interest of Borrowing & Other Capital Charges	23,730	24,687	25,552	25,712
Funding for Capital Schemes	5,000	5,050	5,050	5,100
Contribution to Reserves	0	0	100	500
<b>Gross Expenditure</b>	<b>73,575</b>	<b>75,730</b>	<b>77,949</b>	<b>80,234</b>
Rents	(70,966)	(73,095)	(75,288)	(77,547)
Interest	(51)	(51)	(51)	(51)
Other Income	(2,558)	(2,584)	(2,610)	(2,636)
<b>Total Income</b>	<b>(73,575)</b>	<b>(75,730)</b>	<b>(77,949)</b>	<b>(80,234)</b>
<b>Revenue (Surplus)/Deficit</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Balance Brought Forward</b>	<b>(8,438)</b>	<b>(8,438)</b>	<b>(8,438)</b>	<b>(8,438)</b>
<b>Balance Carried Forward</b>	<b>(8,438)</b>	<b>(8,438)</b>	<b>(8,438)</b>	<b>(8,438)</b>

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My Ref: Scrutiny/Correspondence/Cllr McGarry

21 July 2017

Councillor Lynda Thorne  
Cabinet Member Housing & Communities  
County Hall  
Cardiff  
CF10 4UW



Dear Lynda

**Community & Adult Services Scrutiny Committee – 19 July 2017**

As Chair of the Community & Adult Services Scrutiny Committee, I wish to thank you and officers for providing the Committee with an opportunity to consider the Housing Revenue Account (HRA) Business Plan 2017-18. Members discussed your report at the end of the meeting and have asked that I pass on their comments and observations for consideration by the Cabinet at their forthcoming meeting.

Firstly, the Committee wishes to compliment you on the work in hand to deliver a further 1,000 council houses in the next 5 years as a part of the Capital Ambition. Members consider your report and presentation signalled very positive and exciting news for the City. We were particularly excited to hear about alternative housing solutions that you are proposing to pilot. You referred specifically to temporary timber-framed container living properties that would allow the Council greater flexibility, given their capacity to be moved and re-erected three times. We feel such exploration of different types of property would be an interesting topic for our forthcoming work programme, and, as such, will factor it into our current work programming discussions.

The Committee is concerned that in agreeing the principle of moving General Fund land or property, suitable for the development of new council housing, from the General Fund into the HRA, there should be transparency in the in-house market valuation of land and property. We accept that in the past such an approach has delivered huge benefits. We are pleased to hear that the policy to consider suitability for housing development first, before selling, will not automatically lead to a transfer between funds, but will simply ensure the housing option is considered.

Given widespread national concern, Members are reassured to hear that sprinklers will be automatically fitted into all new build properties. Officers indicated that the Council is currently considering the retrofitting of sprinklers into high-rise blocks, bearing in mind the level of tenant disruption this would cause. We are therefore minded to request a further update at an appropriate point, focussed on the retrofitting of sprinklers in high-rise blocks.

The Committee is aware that in buying itself out of the UK Government Housing Revenue Account Subsidy system the Council is £2million better off and are seeking reassurance that this saving is reflected in the financial model of the plan. We were

therefore pleased to hear that £2m has been added to the HRA to buy back properties, and were reassured that officers consider the financial model is sound, however not too optimistic.

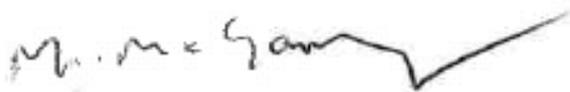
Finally, in addressing the level of housing need due to insufficient stock, the Committee notes that you will not be averse to the buy back of up to 20 ex-council houses on the open market, particularly where they satisfy the existing need for large family homes that are unlikely to be a part of a new build scheme. We are interested in the challenge of balancing economic viability against liveability/quality of life for Council tenants, and to that end would welcome an opportunity for fuller consideration of the viability test you mentioned. We may programme a further look at how savings will be applied to rebalance the supply of properties to better fit housing needs, for example the refurbishment of one bed/large bathroom units attractive to single tenants currently occupying family homes.

*To recap the Committee:*

- Is interested to explore further the alternative solutions for addressing housing need, and will factor this topic into our current work programming discussions;
- may request a further update on the retrofitting of sprinklers in high-rise blocks, at an appropriate point;
- would welcome an opportunity for fuller consideration of the viability test, and may programme a further look at how savings will be applied to rebalance the supply of properties to better-fit housing need.

Once again, thank you for attending committee and offering an opportunity for pre-decision scrutiny of the proposed HRA Business Plan. Several areas of interest have been factored into our future work programming and as such, this letter does not require a response.

Yours sincerely,



**COUNTY COUNCILLOR MARY M<sup>C</sup>GARRY**  
**Chairperson - Community & Adult Services Scrutiny Committee**

Cc:	Sarah McGill	Director of Communities, Housing & Customer Services
	Jane Thomas	Assistant Director, Housing & Communities
	Colin Blackmore	Building Improvement Manager
	Liz Patterson	Personal Assistant
	Joanne Watkins	Cabinet Business Manager
	Naomi Evans	Cabinet Office

**CABINET MEETING: 27 JULY 2017**

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**SINGLE LICENSING AUTHORITY ENFORCEMENT POLICY FOR  
POWERS CONTAINED UNDER PART 1 OF THE HOUSING  
(WALES) ACT 2014****REPORT OF DIRECTOR OF COMMUNITIES, HOUSING &  
CUSTOMER SERVICES****AGENDA ITEM: 8**

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**PORTFOLIO: HOUSING AND COMMUNITIES (COUNCILLOR LYNDA  
THORNE)****Reason for this Report**

1. Pursuant to the Council's designation as Single Licensing Authority for Wales this report provides an update on Rent Smart Wales to date and seeks the Council's adoption of an Enforcement Policy which will ensure that Rent Smart Wales enforcement activities are delivered consistently and responsibly across Wales.

**Background**

2. A report presented to Cardiff Council Cabinet in March 2015 outlined new provisions contained within the Housing (Wales) Act 2014 and the implications it would have for local authorities in Wales and specifically Cardiff Council as the designated Single Licensing Authority (SLA). The brand name for the scheme is Rent Smart Wales (RSW).
3. Rent Smart Wales' role is to ensure that all landlords and agents involved in the management of privately rented property comply with the legislation in order to improve the standards and management of the sector and to better protect the interests of tenants.
4. Since the implementation of the legislation on the 23<sup>rd</sup> November 2015 and introduction of the enforcement provisions a year later, substantial progress has been made to secure compliance. This has been achieved in the main through a joined up approach with partners including Welsh Government, local authorities and stakeholders to implement the marketing strategy. Compliance and activity levels at the end of May 2017 are summarised below :

- i. User accounts established on the RSW database: 101,235

- ii. Landlord Registrations completed: 76,680. This represents 161,564 rented properties as part of a completed registration.
- iii. Total licence applications submitted: 23,146.
- iv. Call and email volumes fluctuate greatly with November 2016 experiencing 23,924 incoming calls and 6955 emails respectively.

## Issues

- 5. Despite significant progress to date, it is estimated that 20% of landlords / agents remain non-compliant; it is important that full compliance is secured as early as possible. This can only be achieved by having the right balance of marketing and enforcement activity. Whilst we will continue to focus on ensuring that appropriate marketing messages are distributed through social media, press, radio and stakeholder engagement; Fixed Penalty Notices and prosecution activity is now being taken forward. 35 FPNs have been served to date and Newport Council has secured a successful prosecution.
- 6. The officers involved in RSW enforcement are employed both by Cardiff Council, as the Single Licencing Authority, and all 22 local authorities. One enforcement policy to capture the approach to be taken by all partners is therefore required to ensure a consistent approach across Wales.
- 7. Attached at Appendix 1 is a copy of the draft Rent Smart Wales Enforcement Policy. Its purpose is to set out the standards that will be applied by RSW and its partners in respect of its compliance and enforcement activities, and to give guidance to those affected by it, in particular landlords, managing agents and tenants.
- 8. During the development of this policy, consultation has been undertaken with the stakeholders and the 22 Welsh local authorities. The comments led to a review and simplification of the final document. A summary of the comments received and RSW response is attached at Appendix 2. The Welsh Heads of Environmental Health Group and the Rent Smart Wales Strategic Implementation Group have subsequently endorsed the revised policy.
- 9. An Enforcement Policy helps to promote efficient and effective approaches to regulatory activity and the need to have an Enforcement Policy in place is required in the Regulators Code of 2014.
- 10. Enforcement Policies must reflect the Regulators Code and the regulatory principles under the Legislative and Regulatory Reform Act 2006. Consequently, underlying the document content is a commitment to the principles of good regulation as promoted in The Legislative and Regulatory Reform Act 2006. The key features are that we will exercise our regulatory activities in a way which is:

- **Proportionate** – our activities will reflect the level of risk and enforcement action taken will relate to the seriousness of the offence
- **Accountable** – our activities will be open to public scrutiny, with clear and accessible policies, and fair and efficient complaints procedures
- **Consistent** – our advice to those we regulate will be robust and reliable and we will respect advice provided by others.
- **Transparent** – we will ensure that those we regulate are able to understand what is expected of them and what they can anticipate in return, and
- **Targeted** – we will focus our resources on higher risk activities

11. The policy sets out:

- The aims of the policy
- What the policy is for
- What status the Enforcement Policy has
- Our approach to compliance and enforcement
- It provides advice on the Rules
- How we intend to ensure Compliance
- How we respond to Breaches of the Rules
- How we work with Stakeholders
- How we deal with comments and complaints
- When the policy will be reviewed and what monitoring we will undertake.

#### **Local Member consultation**

12. The proposal does not involve a local issue. The proposal does not require the carrying out of consultation under statute or at law or by reason of some promise or undertaking previously given by or on behalf of the Authority.

#### **Scrutiny**

13. The draft Rent Smart Wales - Enforcement Policy was presented to the Communities and Adult Services Scrutiny Committee on 19<sup>th</sup> July 2017 for pre decision scrutiny. The letter from the Scrutiny Chair following this meeting is attached at appendix 3.

#### **Reason for Recommendations**

14. An Enforcement Policy will ensure that Rent Smart Wales enforcement activities are delivered consistently and responsibly across Wales and is in accordance with the requirements set out by Legislative and Regulatory Reform Act 2006 and Regulators Code of 2014.

## **Financial Implications**

15. There are no additional resource requirements arising from this report and all costs associated with the proposed enforcement activity will be met by either fees generated within the RSW service, fixed penalty notice income or costs awarded through the courts.

## **Legal Implications**

16. An Equality Impact Assessment has been undertaken during the policy development stage. This is attached at Appendix 4.
17. 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. standing orders and financial regulations; (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.
18. The Housing (Wales) Act 2014 specifically designates Cardiff Council as the Single Licensing Authority (SLA) for the enforcement of breaches of the Act. This power is in turn granted to the respective 22 Local Authorities in Wales through a joint Memorandum of Understanding for the enforcement of the act by Rent Smart Wales. The power to act to each Local Authority was delegated through a letter of authorisation dated 2nd February 2017. This grants a general power for each individual Local Authority to enforce the act and ultimately prosecute breaches of the act in their area through the criminal courts.
19. In turn each officer either employed through Rent Smart Wales or specifically acting on their behalf through their own home Local Authority, is individually authorised to act on behalf of Rent Smart Wales in investigating and enforcing any breaches of the Housing (Wales) Act 2014.
20. It is intended that the Enforcement Policy will be utilised by all of the officers of the 22 Local Authorities investigating landlords and agents in their area on behalf of Rent Smart Wales. The Enforcement Policy will provide a uniform mechanism for the issuing of Fixed Penalty Notices and the instigation of prosecution proceedings within the criminal courts in Wales. This is facilitated through a defined and consistent approach amongst the Local Authorities and in line with the enforcement powers of the single licensing authority (SLA) throughout Wales. The enforcement policy will avoid any local exceptions becoming established and provide a defined consistency of approach for referral throughout Wales. It is further confirmed that where a conflict arises with the Enforcement Policy of Rent Smart Wales and that of the host Local Authority for enforcement, the host Local Authority's policy will take precedence over the enforcement policy of Rent Smart Wales.

21. If a challenge is made to the validity Enforcement Policy of Rent Smart Wales, any refinement or amendment brought about by that decision will act uniformly across Wales.

### **HR Implications**

22. There are no additional HR resource requirements arising from this report.

### **RECOMMENDATIONS**

Cabinet is recommended to:

1. note the progress made by Rent Smart Wales in delivery of the Housing (Wales) Act 2014
2. approve the draft Rent Smart Wales Enforcement Policy as set out at appendix 1 and
3. delegate authority to the Director with responsibility for Rent Smart Wales to approve amendments to the policy that may be required periodically.

**SARAH McGill**

**Director**

21 July 2017

*The following appendices are attached:*

Appendix 1: Draft Rent Smart Wales Enforcement Policy 2017

Appendix 2: Summary of Stakeholder Consultation Responses

Appendix 3: Scrutiny Letter from Community & Adult Services Scrutiny Committee dated 20th July 2017.

Appendix 4: Equality Impact Assessment

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# RENT SMART WALES ENFORCEMENT POLICY 2017



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# 1. Introduction

This Policy covers the enforcement work undertaken by Cardiff Council as the Single Licensing Authority (SLA) and 22 Local Authorities to deliver Part 1 of the [Housing \(Wales\) Act 2014](#). Collectively the partnership and service is known as Rent Smart Wales (RSW).

This policy sets out the approach taken by RSW to compliance and enforcement activities, and is intended to establish a consistent approach to enforcement across its various functions, without placing too heavy a burden on landlords, managing agents and tenants. It excludes matters which specifically relate to the determination and revocation of licence applications and securing compliance with licence conditions.

This policy has been subject to consultation across a range of stakeholders. However, further feedback is always welcomed using the contact details provided below. We will give consideration to the inclusion of any suggested improvements in future revisions.

In adopting this policy RSW intends to apply legal powers consistently and fairly, whatever the circumstances. Decisions will not be influenced by the gender, disability, language, ethnicity, religion, political beliefs or sexual preference of the subject, victims or witnesses.

RSW wants to make it easy for you to receive our information. This policy is published in English and Welsh on our [website](#) and in hard copy. We are also able to provide the document in alternative formats including audio tape, large print and in community languages. We have access to interpreter services where required. Requests for copies in other formats or other languages should be addressed to:

Rent Smart Wales,  
PO Box 1106,  
Cardiff.  
CF11 1UA

**Revision date 2017**

## 2. Aims of the Policy

Rent Smart Wales (RSW) strives to ensure that all landlords and agents involved in the management of privately rented property comply with the legislation in order to improve the standards and management of the sector and to better protect the interests of tenants.

RSW's responsibility is to ensure compliance with Part 1 of the Housing (Wales) Act 2014 ensuring that landlords of rented property in Wales are registered and self-managing landlords and agents are licensed. In seeking compliance RSW enforces the law, including taking enforcement action where appropriate. These areas of responsibility are summarised in the table below.

<b>Registration of landlords and properties</b>	Undertake appropriate interventions to ensure compliance with legislation at local and national level, in accordance with the Memorandum of Understanding (MOU) in place between the SLA and 22 local authorities
<b>Licensing of self-managing landlords and agents</b>	Undertake appropriate interventions to ensure compliance with legislation at local and national level, in accordance with the MOU in place between the SLA and 22 local authorities
<b>To investigate complaints and undertake proactive activity to ensure compliance</b>	To undertake proactive activity and investigate complaints about landlords / agents / premises brought to the attention of RSW and to determine the most appropriate course of action to be taken.
<b>To determine licence applications and where necessary refuse or revoke licences</b>	To determine all applications having regard to provisions in the Act and in accordance with Welsh Government Guidance on the "fit and proper person test". To work collaboratively across 22 local authority areas to ensure that complete and accurate information is available when considering the fitness and propriety of all applicants.
<b>Education and Advice</b>	To provide advice to all in respect of matters relating to Part 1 of the Housing (Wales) Act 2014 and other associated legislation. To provide RSW approved training to facilitate compliance with the licence requirements, both in a classroom environment and online.
<b>RSW Enforcement</b>	To take the appropriate enforcement action in line with this policy to remedy contraventions of Part 1 of the Housing (Wales) Act 2014.

Compliance with the law is proactively encouraged and to this end we want to work with landlords, managing agents and tenants to promote this goal through the provision of advice and education, intelligence led checks on compliance and proportionate responses to regulatory breaches.

Our ultimate purpose is to ensure that the private rented sector functions effectively providing a safe and secure place for tenants to live. When that purpose is undermined, we will use our legal powers to take action to resolve any unsatisfactory situations and ensure that any wrongdoers are held to account. This is what is meant by the term “enforcement action”.

We are committed to taking firm action in the following situations: -

- Against those who flout the law, or who deliberately or persistently fail to comply
- Where there is a risk to health and safety; and
- Where it is necessary to protect the vulnerable from harm

RSW publishes an annual service delivery plan which sets out RSW’s service standards and our main areas of work for the year ahead.

### **3. What is this policy for?**

The purpose of this document is to set out the RSW policy in respect of its compliance and enforcement activities, and to give guidance to those affected by it, in particular landlords, managing agents and tenants. It does not however, affect the discretion to take legal proceedings when this is considered to be in the public interest.

The staff of RSW will adhere to this policy, and this will be subject to regular monitoring / review periodically.

### **4. What is the status of this Enforcement Policy?**

This policy has been adopted in accordance with the Cardiff Council constitutional arrangements and has been endorsed by the RSW Strategic Implementation Group on 13<sup>th</sup> April 2017 and Welsh Heads of Environmental Health on 21<sup>st</sup> April 2017.

RSW is delivered by the SLA and 22 local authorities (LAs) in partnership. This arrangement is captured in a memorandum of understanding (MOU) signed by each party which outlines the roles and responsibilities of each party in relation to the promotion and delivery of the legislation and responsibility of each for enforcement activities. It also outlines arrangements for information sharing.

To facilitate this partnership ***Cardiff Council as Single Licencing Authority has provided its general consent to each Council:***

***Pursuant to Section 28 (2) and (3) of the Housing (Wales) Act 2014, to bring criminal proceedings in respect of any offence under Sections 4(2), 6(4), 7(5), 9(2), 11(3) or 13(3) of the Act, if the alleged offence arises in respect of a dwelling in their respective area.***

***Pursuant to Section 30 (2) of the Housing (Wales) Act 2014, to make an application for a Rent Stopping Order to the Residential Property Tribunal in respect of an offence under Sections 7(5), or 13(3) of the Act, if the alleged offence arises in respect of a dwelling in their respective area.***

***Pursuant to Section 31 (3) of the Housing (Wales) Act 2014, to make an application to revoke a Rent Stopping Order to the Residential Property Tribunal in respect of an offence under Sections 7(5), or 13(3) of the Act, if the offence arose in respect of a dwelling in their respective area, and is no longer being committed.***

***Pursuant to Section 32 (2) of the Housing (Wales) Act 2014, to make an application for a Rent Repayment Order to the Residential Property Tribunal in respect of an offence under Sections 7(5), or 13(3) of the Act, if the alleged offence arises in respect of a dwelling in their respective area.***

**In addition, individuals within each local authority have been authorised under section 29 (Fixed Penalty Notices) and Section 37 (Power to require documents to be produced or information given) of the Act.**

It is expected that local authorities will apply this policy in their delivery of Rent Smart Wales activities, however, there may on occasion, be a conflict with their own local enforcement policy. Where this is the case, the local authority policy will take precedence.

## **5. Our approach to compliance and enforcement**

We aim to use our enforcement powers sensibly and in a proportionate manner. Our overall goal is to promote a fair, safe environment where citizens, tenants, property owners, investors and managing agents in Wales are treated fairly and not exposed to any hazards or unscrupulous practices. From the outset, it is important to state that we want to work with landlords, managing agents and their representative bodies to achieve that goal. Each transaction we undertake, each complaint we investigate, will be conducted fairly and in a proportionate manner.

[The Legislative and Regulatory Reform Act 2006](#), as amended, requires RSW to have regard to the Principles of Good Regulation. We will exercise our regulatory activities in a way which is:

- **Proportionate** – our activities will reflect the level of risk and enforcement action taken will relate to the seriousness of the offence
- **Accountable** – our activities will be open to public scrutiny, with clear and accessible policies, and fair and efficient complaints procedures
- **Consistent** – our advice to those we regulate will be robust and reliable and we will respect advice provided by others.
- **Transparent** – we will ensure that those we regulate are able to understand what is expected of them and what they can anticipate in return, and
- **Targeted** – we will focus our resources on higher risk activities

RSW embraces the principles of good enforcement established in the [Regulators' Code \(April 2014\)](#), as amended, i.e.

- Regulators should carry out their activities in a way that supports those they regulate to comply and grow;
- Regulators should provide straightforward ways to engage with those they regulate and hear their views;
- Regulators should base their regulatory activities on risk;
- Regulators should share information about compliance and risk;
- Regulators should ensure clear information, guidance and advice is available to help those they regulate meet their responsibilities to comply
- Regulators should ensure that their approach to their regulatory activities is transparent

However, in certain instances we may conclude that a provision in the Regulators' Code is either not relevant or is outweighed by another provision. We will ensure that any decision to depart from the Code will be properly reasoned, based on the available evidence.

RSW is committed in all aspects of its work to the promotion of equality in accordance with the participant authorities' Equality statements and policies. The Service will seek to adopt best practice in pursuit of that commitment, including in relation to the provision of assistance, information and advice.

This policy will contribute to the fairness of decision making and will seek to ensure that decisions will not be influenced by the gender, disability, language, ethnicity, religion, political beliefs or sexual preference of the subject, victims or witnesses. During the monitoring and review of our practices under this policy we will make sure that our enforcement activity reflects this commitment.

In some areas of our work we have a shared enforcement role with other agencies. When we exchange information on enforcement activities with our partner agencies, we will do so in accordance with any established methods of information sharing and legal requirements, including the [Data Protection](#)

[Act 1998](#), the [Crime and Disorder Act 1998](#) and the Housing (Wales) Act 2014.

We will work with other service areas within Cardiff Council and Council's across Wales, and the appropriate external regulators to ensure that our 'own house is in order' to promote regulatory compliance.

## **6. Advising on the Rules**

Advice to business will be provided proactively and also in response to specific requests for guidance. Such advice will be given clearly and in plain language and will be confirmed in writing on request. Legal requirements will be clearly distinguished from best practice, codes of practice, guidance and other advice.

We will promote compliance with legal requirements, by raising awareness of relevant standards, through media releases and marketing, distributing leaflets, face-to-face contact and through stakeholder engagement and community partnerships.

RSW supports the Government's 'golden rules' for guidance on regulation set out in the Code of Practice on Guidance Regulation [http://www.fwr.org/WQreg/Appendices/CoP\\_on\\_Guidance\\_on\\_Regulation.pdf](http://www.fwr.org/WQreg/Appendices/CoP_on_Guidance_on_Regulation.pdf) (BIS, 2009), in that it should be:

- Based on a good understanding of users
- Designed with input from users and their representatives
- Organised around the user's way of working
- Easy for the intended users to understand
- Designed to provide users with confidence in how to comply with the law (i.e. no use of legal disclaimers of liability)
- Issued in good time
- Easy to access
- Reviewed and improved

Landlords and businesses approaching the Service for advice on any non-compliance can in the main do so without fear of automatically triggering an enforcement action. Nevertheless there will be some circumstances e.g. where there is a history of noncompliance, where after due consideration, enforcement action is unavoidable.

## **7. Ensuring Compliance**

RSW adopts an intelligence-led / risk based approach to ensure that its resources are most effectively targeted.

Complaints received about alleged non-compliance will be assessed on an individual, case by case basis and allocated to an appropriate officer / local authority for investigation / action as necessary.

## 8. Responding to Breaches of the Rules

### Overview

In responding to breaches of the law, a range of actions is available to RSW, and these are set out below. The appropriate action will be determined following careful consideration of the particular facts of each individual case, and taking into account the approach of the offender and any comments they wish to be taken into consideration.

RSW will normally take a stepped approach within the hierarchy of enforcement available.

There may be circumstances where it is suspected that an offender has committed offences across a number of local authority areas. In such circumstances we may enter into a legal agreement for one authority to take the lead role, as appropriate, making use of the provisions of [section 19 of the Local Government Act 2000](#), [section 222 of the Local Government Act 1972](#) or any other enabling provisions and/or the Single Licensing Authority will take the lead.

### Conduct of Investigations

All investigations will be carried out with due regard to the following legislation and any associated guidance or codes of practice, in so far as they relate to the RSW:

- the [Criminal Procedure and Investigations Act 1996](#)
- the [Police and Criminal Evidence Act 1984](#)
- the [Regulation of Investigatory Powers Act 2000](#)
- the [Criminal Justice and Police Act 2001](#)
- the [Human Rights Act 1998](#)
- the [Protection of Freedoms Act 2012](#)

These Acts and associated guidance control how evidence is collected and used and give a range of protections to citizens and potential defendants.

Our procedures for interviewing alleged defendants follow the principles set out in the Police and Criminal Evidence Act 1984, and the relevant associated Codes of Practice.

Enforcement powers are provided by the legislation under which our officers are authorised, and staff will use these powers when necessary, but always in a proportionate manner. Officers will reasonably expect co-operation during

the investigation of alleged contraventions.

All investigations will be completed in a timely fashion and having regard to any time limits for bringing formal action prescribed by the legislation.

## **Communication**

Our staff will always work collaboratively with partners, where appropriate.

Those affected by enforcement action (including witnesses and defendants) will be kept informed of the progress of investigations. This will be done in a clear, appropriate and timely manner. As decisions are made regarding the direction in which an investigation will be concluded, the defendant(s) will receive written confirmation of the intended course of action. This will be provided as soon as practicable, together with information on rights to representation

RSW will publish the results of its prosecution cases on its website. Such results may also be drawn to the attention of interested parties.

## **Decisions on Enforcement Action**

The appropriate action will be determined following careful consideration of the circumstances of each individual case.

A range of enforcement outcomes is available to RSW, as detailed below. In general the more serious the matter the more likely it is that court proceedings will follow.

Our choices of enforcement actions aim to:

- Change the behaviour of the offender to secure compliance.
- Eliminate any financial gain or benefit from non-compliance.
- Be responsive and appropriate for the particular offender and regulatory issues which can include punishment and the public stigma that should be associated with a criminal conviction.
- Be proportionate to the nature of the offence and the harm caused.
- Restore the harm, or make safe any situation, caused by regulatory non-compliance where appropriate; and
- Deter future non-compliance.

The main types of legal sanctions available and the factors to be taken into account when deciding on the most appropriate course of action are outlined below. Any decision to take formal action will take account of the criteria contained in the [Code for Crown Prosecutors](#), The Regulators Compliance Code and guidance issued by Welsh Government.

## **Fixed Penalty Notices**

RSW has the power to issue fixed penalty notices in respect of certain breaches under the Act. These notices give the offender the opportunity to avoid prosecution by payment of the prescribed sum (£150 or £250) in recognition of the offence. Fixed Penalty payable is specified in the legislation (Section 29 (4)). The decision to offer an offender a Fixed Penalty Notice is at the discretion of the investigating officer. They will only be issued where the evidence would have been sufficient to support a prosecution.

Payment of a fixed penalty does not provide an individual immunity from prosecution in respect of similar or recurrent breaches. In some circumstances, in particular where breaches are serious or recurrent, it may be that prosecution is more appropriate than the issuing of a fixed penalty notice. A FPN will only be offered to discharge liability for an offence once. A recurrence of the offence will result in the case being considered for prosecution.

Upon expiry of an unpaid FPN, payment will not be accepted. The case will be assessed for alternative enforcement action possibly leading to prosecution.

## **Prosecution**

RSW may prosecute breaches of the Act, particularly in respect of those who flout the law or who act irresponsibly, or where there is a risk to health and safety. Where Fixed Penalty Notices have failed to secure compliance previously, then prosecution is likely.

As with the preceding enforcement options, a number of factors will be taken into consideration including

- The seriousness of the offence
- The previous history of the offender
- Any statutory defence available
- Action taken to avoid recurrence
- Any explanation offered, and if the law allows the circumstances and attitude of the offender
- What course of action will best serve the public interest
- Whether there is a realistic prospect of conviction

The decision as to whether prosecution is the most appropriate course of action in a particular case will be made

- In accordance with this Policy;
- In accordance with the Code for Crown Prosecutors; and
- In accordance with statutory requirements, taking into consideration all relevant codes of practice, and without any unnecessary delay.

In following the Code for Crown Prosecutors, a prosecution will only be

commenced where RSW / Council is satisfied that there is **sufficient evidence** to provide a realistic prospect of conviction against the defendant(s). In addition RSW / Council must be satisfied that having considered all the relevant facts and circumstances of the case, and having regard to the criteria established by the Code for Crown Prosecutors, a prosecution would be **in the public interest** for each case and its merits.

A successful prosecution will result in a criminal record. There is a range of punishments available to the court depending on the charge, and the particular circumstances of a case and the offender

Prosecution cases will be issued in Cardiff if instigated by the single licensing authority (SLA). Where local authorities instigate proceedings the cases will be issued in their local courts. At this point a compensation order for the tenants affected may be applied for.

The court may be asked to compensate the tenants for the period that a breach was in force. As part of the investigation, the prosecuting authority may where appropriate investigate the financial means of the Defendant to ensure that the Court has all factual information available to them to decide on fines and possible compensation.

Section 35 of The Housing (Wales) Act 2014 provides the ability to prosecute the directors of a limited liability company as well as the body corporate. As a general rule we will use this provision where the director has consented or connived in the offence, or can be shown to have been negligent, or where a series of companies are used to limit liability for breaches and / or responsibility etc. A similar approach will be taken when considering offences undertaken by partnerships and charities / trusts.

### **Additional Considerations**

During the decision process on the appropriate enforcement action, consideration will be given to whether a Rent Stopping Order or Rent Repayment Order should also be pursued. Additional factors considered for these purposes will include:

- Type and number of complaints about property portfolio
- Evidence of non-compliance with the [Code of Practice for Licensed landlords and Agents](#)
- Impact of non-compliance on tenants
- Period of non-compliance

Landlords will be informed at appropriate intervals that we have powers to instigate Rent Stopping Order and Rent Repayment Order proceedings. Appendix 2 provides additional information on these sanctions.

## 9. Working with Stakeholders

RSW has established a Stakeholder Consultation structure. We will endeavour to undertake consultation with stakeholders through this and other fora and welcome suggestions to improve the way we manage our service.

## 10. Comments and complaints

We strive to provide a high standard of service. However, for anyone wishing to make a complaint about the service they have received from us, there is a formal complaints procedure, to ensure that concerns are dealt with quickly and consistently. Complaints can be made in person, in writing, by email or by using the online enquiry form. You will find more information about our Complaints Policy at: <https://www.rentsmart.gov.wales/en/resource-library/>

Any comments or complaints about the application of this policy should be addressed to Rent Smart Wales at the address given in the introduction to this policy.

On occasion, one of our 22 local authority partners may be more appropriate to investigate, under their own Complaint Policy. If this is the case we will advise the customer and refer the matter to the local authority in question to provide an appropriate response.

Sometimes your concern or complaint will not be dealt with via the Complaints Policy, examples include:

- an appeal against a 'properly made' decision made by the Council
- a means to seek change to legislation or 'properly made' policy decision
- decisions in respect of which there is a separate right of appeal or review, e.g. via a Residential Property Tribunal

## 11. Review and Monitoring

This Policy is reviewed periodically. This includes consultation with Directors of Public Protection across Wales

Details of formal action are reported to appropriate bodies.

## APPENDIX 1: TABLE OF OFFENCES

Offences and Enforcement:

Please read in consultation with Part 1 of the Housing (Wales) Act 2014

Key: Information in **green** is relevant to Licensing Authority. Information in **blue** is relevant to Local Housing Authority

Offence:	Enforcement
<p><b>Section 4(2)</b></p> <p><b>4 Requirement for a landlord to be registered</b>            (1) The landlord of a dwelling subject to, or marketed or offered for let under, a domestic tenancy must be registered under this Part in respect of the dwelling (see sections 14 to 17), unless an exception in section 5 applies.  <b>(2) A landlord who contravenes subsection (1) commits an offence and is liable on summary conviction to a fine not exceeding level 3 on the standard scale.</b></p>	<p><b>Prosecutions:</b>            By Licensing Authority - s. 28(1)            General or specific consent of LiA, LHAs where dwelling in their area – s.28(2)  <b>Fixed Penalty Notices:</b>            Can be issued by Licensing Authority for where dwelling to which offence relates covers - 29(10a)            By consent from LiA, LHA where dwelling in their area – 29(11)</p>
<p><b>Section 6(4)</b></p> <p><b>6 Requirement for landlords to be licensed to carry out lettings activities</b>            (1) The landlord of a dwelling marketed or offered for let under a domestic tenancy must not do any of the things described in subsection (2) in respect of the dwelling unless—            (a) the landlord is licensed to do so under this Part for the area in which the dwelling is located,            (b) the thing done is arranging for an authorised agent to do something on the landlord’s behalf, or            (c) An exception in section 8 applies.  <b>(4) A landlord who contravenes subsection (1) commits an offence and is liable on summary conviction to a fine.</b></p>	<p><b>Prosecutions:</b>            By Licensing Authority - s. 28(1)            General or specific consent of LiA, LHAs where dwelling in their area – s.28(2)  <b>Fixed Penalty Notices:</b>            Can be issued by Licensing Authority for where dwelling to which offence relates covers - 29(10a)            By consent from LiA, LHA where dwelling in their area – 29(11)</p>
<p><b>Section 7(5)</b></p> <p><b>7 Requirement for landlords to be licensed to carry out property management activities</b>            (1) The landlord of a dwelling subject to a domestic tenancy must not do any of the things described in subsection (2) in respect of the dwelling unless—            (a) the landlord is licensed to do so under this</p>	<p><b>Prosecutions:</b>            By Licensing Authority - s. 28(1)            General or specific consent of LiA, LHAs where dwelling in their area – s.28(2)  <b>Fixed Penalty Notices:</b>            Can be issued by Licensing Authority for</p>

<p>Part for the area in which the dwelling is located,  (b) the thing done is arranging for an authorised agent to do something on the landlord’s behalf, or  (c) An exception in section 8 applies.  <b>(5) A landlord who contravenes subsection (1) or (3) commits an offence and is liable on summary conviction to a fine.</b></p>	<p>where dwelling to which offence relates covers - 29(10a)  By consent from LiA, LHA where dwelling in their area – 29(11)  <b>Rent Stopping Order – Application to RPT can be made by:</b>  30(1a) - Licensing Authority for area where dwelling located  30 (1b) LHA for area where dwelling located [but only on either general or specific consent from LiA 30(2)]  <b>Rent Repayment Order – Application to RPT can be made by:</b>  32(1a) - Licensing Authority for area where dwelling located  32 (1b) LHA for area where dwelling located [but only on either general or specific consent from LiA 32(2)]</p>
<p><b>Section 9(2)</b></p> <p><b>9 Requirement for agents to be licensed to carry out lettings work</b>  (1) A person acting on behalf of the landlord of a dwelling marketed or offered for let under a domestic tenancy must not carry out lettings work in respect of the dwelling unless the person is licensed to do so under this Part for the area in which the dwelling is located.  <b>(2) A person who contravenes this section commits an offence and is liable on summary conviction to a fine.</b></p>	<p><b>Prosecutions:</b>  By Licensing Authority - s. 28(1)  General or specific consent of LiA, LHAs where dwelling in their area – s.28(2)  <b>Fixed Penalty Notices:</b>  Can be issued by Licensing Authority for where dwelling to which offence relates covers - 29(10a)  By consent from LiA, LHA where dwelling in their area – 29(11)</p>
<p><b>Section 11(3)</b></p> <p><b>11 Requirement for agents to be licensed to carry out property management work</b>  (1) A person acting on behalf of the landlord of a</p>	<p><b>Prosecutions:</b>  By Licensing Authority - s. 28(1)  General or specific consent of LiA, LHAs where dwelling in their</p>

<p>dwelling subject to a domestic tenancy must not carry out property management work in respect of the dwelling unless the person is licensed to do so under this Part for the area in which the dwelling is located.</p> <p>(2) Where a dwelling was subject to a domestic tenancy, but is no longer subject to that domestic tenancy, a person acting on behalf of the landlord of the dwelling must not check the contents or condition of the dwelling, or arrange for them to be checked, for any purpose connected with that tenancy unless—</p> <p>(a) the person is licensed to do so under this Part for the area in which the dwelling is located,</p> <p>(b) the person does no other thing in respect of the dwelling falling within—</p> <p>(i) section 10(1), except preparing, or arranging the preparation of, any inventory or schedule of condition, or (ii) section 12(1), or</p> <p>(c) The activity would not, by virtue of section 12(3), be property management work.</p> <p><b>(3) A person who contravenes subsection (1) or (2) commits an offence and is liable on summary conviction to a fine.</b></p>	<p>area – s.28(2)</p> <p><b>Fixed Penalty Notices:</b> Can be issued by Licensing Authority for where dwelling to which offence relates covers - 29(10a) By consent from LiA, LHA where dwelling in their area – 29(11)</p>
<p><b>Section 13(3)</b></p> <p><b>13 Offence of appointing an unlicensed agent</b></p> <p>(1) The landlord of a dwelling marketed or offered for let under a domestic tenancy must not appoint or continue to allow a person to undertake lettings work on behalf of the landlord in relation to that dwelling, if—</p> <p>(a) the person does not hold a licence to do so under this Part for the area in which the dwelling is located, and</p> <p>(b) The landlord knows or should know that the person does not hold such a licence.</p> <p>(2) The landlord of a dwelling subject to a domestic tenancy must not appoint or continue to allow a person to undertake property management work on behalf of the landlord in relation to that dwelling, if—</p> <p>(a) the person does not hold a licence to do so under this Part for the area in which the dwelling is located, and</p> <p>(b) The landlord knows or should know that the person does not hold such a licence.</p> <p><b>(3) A landlord who contravenes subsection (1)</b></p>	<p><b>Prosecutions:</b> By Licensing Authority - s. 28(1) General or specific consent of LiA, LHAs where dwelling in their area – s.28(2)</p> <p><b>NO FPN</b></p> <p><b>Rent Stopping Order – Application to RPT can be made by:</b> 30(1a) - Licensing Authority for area where dwelling located 30 (1b) LHA for area where dwelling located [but only on either general or specific consent from LiA 30(2)]</p> <p><b>Rent Repayment Order – Application to RPT can be made by:</b></p>

<p><b>or (2) commits an offence and is liable on summary conviction to a fine not exceeding level 4 on the standard scale.</b></p>	<p>32(1a) - Licensing Authority for area where dwelling located  32 (1b) LHA for area where dwelling located  [but only on either general or specific consent from LiA 32(2)]</p>
<p><b>Section 16(3)</b></p> <p><b>16 Duty to update information</b>  (1) A landlord who is registered under section 15 in relation to a rental property must notify the licensing authority in writing of the following changes—  (a) any change in the name under which the landlord is registered;  (b) the appointment of a person to carry out lettings work or property management work on behalf of the landlord in respect of the rental property;  (c) that a person who the landlord has previously appointed to carry out lettings work or property management work on behalf of the landlord in respect of the rental property has ceased to do so;  (d) any assignment of the landlord’s interest in the rental property;  (e) Any prescribed changes.  (2) A landlord must comply with the duty in subsection (1) within 28 days beginning with the first day on which the landlord knew, or should have known, of the change.  <b>(3) A person who contravenes subsection (1) commits an offence and is liable on summary conviction to a fine not exceeding level 1 on the standard scale.</b></p>	<p><b>Prosecutions:</b>  By Licensing Authority only - s. 28(1)  <b>Fixed Penalty Notices:</b>  Can be issued by Licensing Authority to which the information to which the offence related was provided to - 29(10b)</p>
<p><b>Section 23(3)</b></p> <p><b>23 Duty to update information</b>  (1) A licence holder must notify the licensing authority in writing of the following changes—  (a) any change in the name under which the licence holder is licensed;  (b) Any prescribed changes.  (2) A licence holder must comply with the duty in</p>	<p><b>Prosecutions:</b>  By Licensing Authority only - s. 28(1)  <b>Fixed Penalty Notices:</b>  Can be issued by Licensing Authority to which the information to which the offence related was provided to - 29(10b)</p>

<p>subsection (1) within 28 days beginning with the first day on which the licence holder knew, or should have known, of the change.</p> <p><b>(3) A person who contravenes this section commits an offence and is liable on summary conviction to a fine not exceeding level 4 on the standard scale.</b></p>	
<p><b>Section 38(1)(4)</b></p> <p><b>38 Enforcement of powers to obtain information</b></p> <p><b>(1) A person who fails to do anything required of that person by a notice under section 37 commits an offence.</b></p> <p>A person who commits an offence under subsection (1) is liable on summary conviction to a fine not exceeding level 4 on the standard scale.</p> <p><b>(4) A person who intentionally alters, suppresses or destroys any document which the person has been required to produce by a notice under section 37 commits an offence.</b></p> <p>A person who commits an offence under subsection (4) is liable on summary conviction to a fine.</p>	<p><b>Prosecutions:</b> By Licensing Authority only - s. 28(1)</p> <p><b>Fixed Penalty Notices – 38(1) Only:</b> Can be issued by Licensing Authority which authorised the person who gave the notice - 29(10c)</p>
<p><b>Section 39(1)(2)</b></p> <p><b>39 False or misleading information</b></p> <p><b>(1) A person who—</b></p> <p>(a) Supplies any information to a licensing authority in connection with any of its functions under this Part which is false or misleading, and</p> <p>(b) Knows that it is false or misleading or is reckless as to whether it is false or misleading, <b>commits an offence.</b></p> <p><b>(2) A person who—</b></p> <p>(a) supplies any information to another person which is false or misleading,</p> <p>(b) knows that it is false or misleading or is reckless as to whether it is false or misleading, and</p> <p>(c) Knows that the information is to be used for the purpose of supplying information to a licensing authority in connection with any of its functions under this Part, <b>commits an offence.</b></p> <p><b>(3) A person who commits an offence under subsection (1) or (2) is liable on summary conviction to a fine.</b></p>	<p><b>Prosecutions:</b> By Licensing Authority only - s. 28(1)</p> <p><b>Fixed Penalty Notices :</b> Can be issued by Licensing Authority to which the information was supplied - 29(10d)</p>

## **APPENDIX 2: Additional Information: Rent Stopping Orders & Rent Repayment Orders.**

### **Rent Stopping Orders**

A Rent Stopping Order has the effect of stopping the rent payable by a tenant to a landlord while it is in force.

In some circumstances, if a landlord is carrying out certain property management activities without a licence or uses an unlicensed agent to carry out letting or property management work on his or her behalf, the single licensing authority or a local authority *may* consider applying to the Residential Property Tribunal (RPT) for a rent stopping order.

The RPT in considering an application for a rent stopping order, must be satisfied that an offence under sections 7(5) or 13(3) of the Housing (Wales) Act 2014 is being committed.

Where the RPT makes a rent stopping order, the periodic rent payments in connection with that particular property are stopped for the period falling between the “stopping date” specified in the order, and a date specified by the tribunal when the order is revoked.

A licensing authority or local authority will need to be able to provide evidence to the RPT that these offences are being committed, although it is not necessary for the person to have been convicted or charged for the offence.

A landlord would not be considered to be committing an offence if they have applied to be licensed, from the date of the licence application until it is determined or if refused, the appeals process has been exhausted and the decision upheld.

However, if a landlord continues to undertake such activities without a licence, or use an unlicensed agent to undertake such activities, and makes no effort to comply with their duties despite requests, there would likely be clear evidence to present to the RPT.

If a tenant is concerned that their landlord is committing such an offence, they should notify the licensing authority or their local authority. They will be given appropriate advice by RSW.

### **Rent Repayment Orders**

A rent repayment order has the effect of requiring the landlord to repay rent that has been paid for a specific period of time stated in the order during which the landlord has been found to have committed an offence under section 7(5) or 13(3).

If a landlord has been carrying out certain property management activities without a licence or using an unlicensed agent to carry out lettings or property management work, the licensing authority or a local housing authority or a tenant may consider applying to the Residential Property Tribunal (RPT) for a rent repayment order.

For an application from a licensing authority or local authority, the RPT in considering an application, must be satisfied that an offence under sections 7(5) or 13(3) of the Housing (Wales) Act 2014 has been committed. The licensing authority or local authority must give the landlord a “notice of intended proceedings” and the offence must have been committed within 12 months of the date of that notice.

For an application from a tenant, the RPT in considering an application must be satisfied that the landlord has been convicted of an offence or that a rent repayment order has already been made in respect of housing benefit or universal credit. The application by a tenant must be made within 12 months of the date of the conviction or the date of any rent repayment order made.

Where the RPT makes a rent repayment order, the landlord will be required to repay the rent amount specified in the order to the relevant applicant. This allows the tenants of a property to recover rent they have paid, or the relevant local authority or licensing authority, to recover rent, housing benefit or universal credit paid, to an unlicensed landlord.

## Appendix 2

### Rent Smart Wales Enforcement Policy Stakeholder Consultation Summary Responses and Consideration

<u>Organisation</u>	<u>Comment summary</u>	<u>Rent Smart Wales response</u>
Bridgend, Cardiff and Vale of Glamorgan AND Merthyr Council (point 1 raised only)	Does enforcement policy determine SLA decisions only and allow LA to use their own	LAs acting under Housing (Wales) Act 2014 are acting as "RSW" and should use this guidance in decision-making and progression to ensure consistency. However, LA policies are not restricted.
	The policy style and content should be simpler and shorter.	Document reviewed and significant alterations made to reflect the comment made.
	Was Regulators Code considered when preparing doc, it's not mentioned	Yes, document also amended to be clearer.
Peter Alan	What are an agents responsibilities re. Landlords being registered?	Agents have requirement in licence conditions to notify client landlords of requirement to register and must report landlord to RSW within 12 weeks if they have failed to do so. Landlord has legal responsibility to register. Clarification request, no change required to policy.
	What are an agents responsibilities re. Landlords providing and updating correct info?	Landlords are legally required to provide correct info and update any changes. Agent must provide up to date details of houses they represent at least once a year or on request from RSW. Clarification request, no change required to policy.
	When does a licence holder need to update their name?	When there is any change in who licence is issued to. Clarification request, no change required to policy
Torfaen	Wording amendment - Clarity on wording to be changed to "Registration of Landlords and properties" and typographical corrections	Document has been re-worded.
Powys	What are the implications for Trading Standards responsible for EPC elements of rented properties?	Breaches of EPC, Tenancy deposit, fees etc are a breach of RSW COP which should be assessed during any visits. Recommendations are being prepared for additions to inspection forms to cover these issues and to include cross-authorisation of enforcement officers. Enforcement of matters contained within COP is a LA issue. This level of detail is covered in the policy, no amendment required.
Newport	Query whether RSW or LAs would investigate complaints about the service	Policy amended to simplify and clarify. Investigations will be undertaken by either Rent Smart Wales or Local Authorities, depending upon the nature of the complaint. Where the matter is specifically related to a Local Authority issue their complaints policy will be followed.
RCT	How will consistency in decision making be ensured?	Through use of prosecution guidelines, standard documentation and all-Wales training. Clarification request, no change to policy required.
	Will there be operational guidelines to be followed?	Flowcharts and procedures will continue to be developed and tested as cases are dealt with. Clarification request, no change to policy required.

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### Rent Smart Wales Enforcement Policy Stakeholder Consultation Summary Responses and Consideration

	How will referrals, timescales, info sharing and case conferences work in practice?	Use of common IT system, 'How To' guides. Case conferences can either be telephone calls, e-mail exchanges or meetings where required. All notes will be stored in common IT system against the case. Clarification request, no change to policy required.
National Landlords Association	No comments, "policy looks fine to us"	n/a
Neath Port Talbot	Would the LA require authorisation from RSW in order to take formal action?	General consent is granted to LA under MoU. Specific consent would have to be sought if LA were looking to take action with regard to a dwelling not in their area or for offence that was not in the remit of LA. There would be an expectation to discuss cases and keep all parties informed either through IT system updates and/or discussion and case conferences. Clarification request, no change to policy required.
	Who would generate the FPN?	LA has access to RSW database and ability to generate and process FPNs. Clarification request, no change to policy required.
	How is the LA reimbursed for the FPN activity?	Payments initially made to RSW, but returned to the LA through financial transaction. Clarification request, no change to policy required.
	Will every non-compliant landlord/agent be prosecuted	No. The policy explains that FPNs will be used where appropriate in most cases, prior to prosecutions. Level of action required will be assessed against circs and guidelines. Policy amended to simplify and clarify options.
Caerphilly	Will prosecutions only be taken against landlords/agents with large portfolios	No, but prosecutions against those with larger portfolios will have greater effect and protect interests of more tenants. Enforcement action can be taken where appropriate against anyone not complying. Policy amended to simplify and clarify options.
	What message should the Council give to landlords/agents they use in PSH	That they MUST comply with all requirements. If info is given to them in writing then they have no Defence of not being aware of requirements. Any breach can be considered for immediate action. Clarification request, no change to policy required.
	What consent does a LA have to take action?	General consent is given to the LA through the MoU as the LA undertaking duties in relation to the Housing (Wales) Act 2014 are acting as part of Rent Smart Wales. Specific consent is needed if LA wanting to take action outside of their area or powers. Content of the policy amended to make this clearer.
	Who is Rent Smart Wales in relation to LA?	Policy amended to make this clearer. LAs acting under Housing (Wales) Act 2014 are acting as "RSW" and should use this guidance in decision-making and progression to ensure consistency. However, LA policies are not restricted.

## Appendix 2

### Rent Smart Wales Enforcement Policy Stakeholder Consultation Summary Responses and Consideration

	Query whether RSW or LAs would investigate complaints about the service	Policy amended to simplify and clarify. Either Rent Smart Wales or Local Authorities, depending upon the nature of the complaint, will undertake investigations. Where the matter is specifically related to a Local Authority issue their complaints policy will be followed.
	Why is there no mention of refusal/revocation of licences?	Policy excludes this aspect and states this clearly. In addition, any activities that may also indicate that a licence holder is no longer a "fit and proper" person should be reported, to be dealt with under separate procedure. No amendment required.
	Who takes the lead in relation to offences where either SLA or LA could?	This is covered in detailed procedures guidelines, which form part of the MOU and subsequent and ongoing training. No amendment to policy required, as not intended to include this level of detail.
Wrexham	Who is Rent Smart Wales in relation to LA, SLA, LiA?	This policy covers the enforcement work undertaken by Cardiff Council as the Single Licensing Authority (SLA) <b>and</b> 22 Local Authorities to deliver Part 1 of the Housing (Wales) Act 2014. Collectively the partnership and service is known as "Rent Smart Wales". Each LA has access to the database, branding and documentation. Policy now makes this clearer.
Flintshire	Query whether RSW or LAs would investigate complaints about the service	Policy amended to simplify and clarify. Either Rent Smart Wales or Local Authorities, depending upon the nature of the complaint, will undertake investigations. Where the matter is specifically related to a Local Authority issue their complaints policy will be followed.
	Why is there no mention of refusal/revocation of licences?	Policy excludes this aspect and states this clearly. In addition, any activities that may also indicate that a licence holder is no longer a "fit and proper" person should be reported, to be dealt with under separate procedure. No amendment required.
	Is it fair for Defendants to have to travel to Cardiff for trial when SLA initiates proceedings?	Prosecution cases will be issued in Cardiff if instigated by SLA as this is home authority. If LA instigates proceedings, cases will be issued in local Court. There is precedent where a national body operates schemes of this nature but this will be reviewed with the benefit of experience. Equality impact assessment also covers this matter.
RICS	Happy with doc, requests periodic review	No amendments required

## Appendix 2

### Rent Smart Wales Enforcement Policy Stakeholder Consultation Summary Responses and Consideration

RLA	What will be the enforcement approach to landlords/agents ignorant of, or misunderstanding requirements?	Approach will be proportionate. It is currently recognised that there is still a need for marketing, and that this will continue in order to inform new persons entering the market. No amendment made to the policy.
	How much grace allowed to unregistered/unlicensed landlords? Will non-compliant landlords/agents be allowed time to register/licence without action as long as they comply with the steps that would normally be taken?	Unregistered/unlicensed landlords or agents have had over a year already. Proportionate response will be taken. Marketing will continue. No amendment required to policy
	Will other factors (i.e. Property condition, agent vs landlord) be considered in deciding what action to take	Yes, each case will be considered on merit, before deciding on what action is appropriate.
	What are an agent's responsibilities re. Landlords being registered?	Agents have a requirement in licence conditions to notify client landlords of requirement to register and must report landlord to RSW within 12 weeks if they have failed to do so. Landlord has legal responsibility to register. Clarification request, no change to policy required.
	If officers approach businesses/individuals and require them to provide info about investigation, should they be cautioned first and dealt with under PACE if suspected of criminal offence?	Documentation will make clear to Caution where appropriate and conduct investigations in accordance with PACE. Policy makes it clear that the relevant regulatory codes of practice / legislation should be followed.
	Why are there guidelines for decision making only under prosecution section. What are the guideline and timescale considerations for other disposals? How can consistent decisions be reached without this?	Policy re-written to clarify and simplify. Guidelines referred to removed from doc, referenced instead via Policy, Crown Prosecutors code etc rather than prescribed in policy itself.
	Is policy going to be restructured to show a more transparent and graduated decision-making process?	Decisions will be appropriate to the case and decision-making will be made in line with the guidelines and policy. Amendments made to simplify and remove options unlikely to be used.
	What guidance is there as to when Rent Stopping/Rent Repayment Orders will be considered	Templates will be drawn up to ensure that at the decision making point re: formal action, the relative merits of RSO/RRO will be considered. This will be done using the same criteria as any other formal decision making option. This section has been re-worded to provide additional clarity.

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### Rent Smart Wales Enforcement Policy Stakeholder Consultation Summary Responses and Consideration

	Wording amendment - bullet point "public opinion" to "public interest"	Removed on edit
	Wording amendment - reword "matter of judgement and officers must exercise their discretion...."	Removed on edit
	Wording amendment – “a decision may need to be made ...	Removed on edit
	Wording amendment - Contradictory re: discretion and the enforcement officer	Removed on edit
	Wording amendment - Should there be a qualification against the "aim of eliminating financial gain" or clarification of when Rent Stopping/Rent Repayment orders will be applied for?	No change as believed to be a misunderstanding. In consideration of action we are going to take we should take account of the financial gain that the offender has had from non-compliance
	Wording amendment – “remuneration” to “reparation”.	Removed on edit
	Who makes decisions on enforcement/NFA and who takes prosecution (Who is Rent Smart Wales in relation to LA?)	This policy covers the enforcement work undertaken by Cardiff Council as the Single Licensing Authority (SLA) <b>and</b> 22 Local Authorities to deliver Part 1 of the Housing (Wales) Act 2014. Decisions about enforcement action will be taken either at LA level or SLA level, depending on the agreements set out in the MOU.
Denbighshire	Will prosecution templates be provided for consistency?	Yes. No amendment required to the policy.
	If businesses ask for a meeting with RSW who would attend this? Would SLA officers travel or would complainants have to travel to Cardiff?	This will vary depending on the case locality and complexity. Operational matter, no policy amendment required.
	Clarification on the "complaints" section. Who is this section suggesting would be penalised after complaint?	Refers to complaints made about RSW service (not about landlords or tenants) and that there is system of accountability for RSW actions. Complaints to be learned from rather than used to penalise staff. Section re-written to make simpler / clearer.
Training for Professionals	Informal cautions are not indefinitely unspent	Section deleted

## Appendix 2

### Rent Smart Wales Enforcement Policy Stakeholder Consultation Summary Responses and Consideration

National Trading Standards Estate Agency Team	Policy is too wordy and should be slimmed down as the more there is in there, the more there is to challenge at Court.	Policy substantially reviewed to provide clarity and simpler framework.
	PACE Interviews - Interviews should be offered before enforcement decisions are made.	Incorporated during edit.
NALS	FPN - is there a FPN appeals process? Is the representation/complaints section the process that should be used.	No legal appeal process but can contact RSW via representation/complaints options to challenge. Otherwise would need to make argument in Court once escalated to prosecution. No amendment.
	Simple Cautions - who is authorised to issue caution. Will it be Senior Officer? In Police officer requests, Insp authorises, Sgt administers.	Provision deleted, as following legal advice, considered inappropriate for use in this circumstance.
	Simple cautions - query re: fact that cautions never become spent.	Section deleted.
	Prosecution - standard wording required to identify decision makers for cautions (unrelated to investigation) and prosecutions (not normally had any significant involvement)	Simple Caution removed from policy. Unrelated officer to review evidence for decision to prosecute. This officer will not normally have been involved in the preparation of the case. Template prosecution forms will cover this item, reference to process not required in the policy.
	Prosecution - Senior Officer authorisation should be sought for FPNs	No, FPNs are issued in response to offences before progression to prosecution in order for offender to discharge liability. Authorisation devolved to officers, decision making to be reviewed by Senior Officers at relevant times. No amendment to policy, operational matter.
	Prosecution - Senior Officer authorisation should be sought for RSO, RRO	Templates will be drawn up to ensure that at the decision making point re: formal action the relative merits of RSO/RRO will be considered. This will be done using the same criteria as any other formal decision making option.
	Who takes the lead on enforcement, SLA, LA?	This policy covers the enforcement work undertaken by Cardiff Council as the Single Licensing Authority (SLA) <b>and</b> 22 Local Authorities to deliver Part 1 of the Housing (Wales) Act 2014. Collectively the partnership and service is known as "Rent Smart Wales". Each LA has access to the database, branding and documentation. Policy now makes this clearer. There is a MOU in place, which describes the detail of how responsibilities are shared between the SLA and LA partners.

My Ref: Scrutiny/Correspondence/Cllr McGarry

21 July 2017

Councillor Lynda Thorne  
Cabinet Member Housing & Communities  
County Hall  
Cardiff  
CF10 4UW



Dear Lynda

**Community & Adult Services Scrutiny Committee – 19 July 2017**

On behalf of the Community & Adult Services Scrutiny Committee, I would like to thank you and officers for attending for consideration of the Single Licensing Enforcement Policy.

Members were pleased to hear of the success of Rent Smart Wales, and that to date 80,000 landlords have registered 164,000 properties under the mandatory provisions within the Housing (Wales) Act 2014. Thank you for clarifying that the proposed Single Licensing Enforcement Policy has been constructed in consultation with all Welsh local authorities, to ensure there is minimal conflict with their own local enforcement policies. The Committee acknowledges that, as Cardiff has by far the greatest number of privately rented properties in Wales, it is a natural home for Rent Smart Wales, and development of the Single Licensing Enforcement Policy. Following our discussions at the Way Forward Members have asked that I convey the following observations and concerns following their scrutiny.

The Committee considers that Cardiff is effectively delivering Rent Smart Wales, but is keen to establish more clearly how the Council benefits. We acknowledge that the service is cost neutral, that there are employment benefits, and that the initiative has created opportunities for our own staff. However, we are less clear as to whether there are potential financial benefits, bearing in mind that the Council must save £80million over the next 3 years. We know from previous scrutiny that almost £5.5 million was allocated in the business model for Rent Smart Wales to local authority enforcement over the next 5 years, and this represents 21% of the total fees. The Committee is unclear as to where exactly the remaining income from fees and fixed penalty income will accrue, and would be grateful if you could provide us with greater detail.

At the meeting, Members heard it is a private Landlord's responsibility, as a business owner, to comply with the legal requirements by obtaining a license for themselves and their rental properties from Rent Smart Wales. They were therefore pleased to hear there is a carefully targeted marketing strategy to encourage registration, relevant to the demographics of a local authority area, and amongst third sector stakeholders such as Shelter Cymru. We will in future look to monitor the effectiveness of such engagement. We wish to endorse the opportunity for further promotion of registration by local ward

councillors, as you pointed out at the meeting. When dealing with private rented tenants on ward matters all councillors should encourage tenants to check the property they are considering is a registered property.

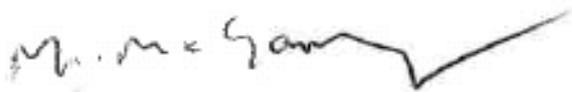
The Committee noted that, where Rent Smart Wales become aware that a landlord or agent is not registered, reasonable and proportionate enforcement action is taken. We also note that whilst at present a warning is considered appropriate, stricter enforcement would be appropriate six months from now. The Committee is minded to monitor the progress of Rent Smart Wales and the Single Licensing Enforcement Policy in tackling the 20% of landlords and agents that remain non-compliant.

*To recap the Committee:*

- Wishes to establish more clearly how the Council benefits in delivering this service, specifically where the remaining income from fees and fixed penalty income will accrue, and would be grateful if you could provide us with greater detail.
- Endorses the carefully targeted marketing strategy to encourage registration, and will in future look to monitor the effectiveness of such engagement with stakeholders.
- Encourages all councillors to raise awareness of landlord registration in their wards by encouraging tenants to check a property they are considering living in is a registered property.
- Will monitor the progress of Rent Smart Wales and the Single Licensing Enforcement Policy in tackling the 20% of landlords and agents that remain non-compliant.

Once again, thank you for attending committee and offering an opportunity for pre-decision scrutiny of the proposed Single Licensing Enforcement Policy.

Yours sincerely,



**COUNTY COUNCILLOR MARY M<sup>C</sup>GARRY**  
**Chairperson - Community & Adult Services Scrutiny Committee**

Cc:	Sarah McGill	Director of Communities, Housing & Customer Services
	Isabelle Bignall	Assistant Director, Customer Services & Communities
	Angharad Thomas	Group Leader, Rent Smart Wales
	Liz Patterson	Personal Assistant
	Joanne Watkins	Cabinet Business Manager
	Naomi Evans	Cabinet Office

## CARDIFF COUNCIL

 Equality Impact Assessment  
 Corporate Assessment Template

<b>Service Title: Rent Smart Wales: Enforcement Policy</b>
<b>New</b>

<b>Who is responsible for developing and implementing the Policy/Strategy/Project/Procedure/Service/Function? OM, Rent Smart Wales</b>	
Name: Angharad Thomas	Job Title: Group Leader Enforcement and Training
Service Team: Rent Smart Wales	Service Area: Communities
Assessment Date: 07/02/2017	

**1. What are the objectives of the Policy/Strategy/Project/ Procedure/ Service/Function?**

<p>To set out the arrangements for enforcing the requirements of the Housing (Wales) Act 2014, through the use of appropriate enforcement action against landlords / agents who own or manage rented properties in Wales.</p> <p>The purpose of the legislation is to ensure that:</p> <ul style="list-style-type: none"> <li>• Landlords register their eligible private rented properties located in Wales</li> <li>• Persons managing these properties are licenced</li> </ul>
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**2. Please provide background information on the Policy/Strategy/Project/ Procedure/Service/Function and any research done [e.g. service users data against demographic statistics, similar EIAs done etc.]**

<p>Cardiff Council has been designated the Single Licensing Authority for Wales by the Welsh Government. Cardiff Council has created a service, branded “Rent Smart Wales” (“RSW”) which administers the requirements of the Housing (Wales) Act 2014 (“the Act”) on behalf of all Welsh Local Authorities. The Service provides a telephone advice contact centre, application processing service and an internet-based website and database which can be updated by the Service User.</p> <p>The service is bi-lingual for both English and Welsh speakers. All documentation, information on the RSW website and training courses are available in both English and Welsh. The telephone advice service also offers Welsh and English options, with both English &amp; Welsh speakers employed by RSW across all areas of the Service. Access to language line is available when required.</p> <p>Cardiff Council delivers this service across all of Wales from a single point.</p> <p>To secure full compliance with the legislation, enforcement provisions are available</p>
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which include Fixed Penalty Notices, Prosecutions, Rent Stopping Orders and Rent Repayment Orders.

A Memorandum of Understanding has been signed by all 22 Local Authorities to ensure marketing and promotional work required as part of the Act will be delivered in partnership and consistently across Wales. Relevant information is shared with Local Authorities, to discharge RSW duties effectively.

Rent Smart Wales has identified that customers and stakeholders will come from a multitude of backgrounds, including but not limited to landlords, tenants, agents, professional/academic bodies, other Local Authorities, Welsh Government, etc.

The property owners and agents involved in property management are known to live across Wales, UK and abroad.

### 3 Assess Impact on the Protected Characteristics

#### 3.1 Age

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative/]** on younger/older people?

	Yes	No	N/A
Up to 18 years		x	
18 - 65 years		x	
Over 65 years	x		

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

#### Negative Impact:

It is recognised that the way in which the service is delivered (i.e. High dependence on use of IT equipment) will have a negative impact on this characteristic, this is addressed by the EIA completed for the service itself. This EIA does not address these matters addressed in the EIA about the service as a whole.

Proceedings for failure to comply with the provisions of the Act will be issued in the Cardiff Magistrates' Court, where Cardiff Council leads on the case. This could present difficulties for travel to Cardiff which may more significantly impact older people.

The following actions have been taken to address the negative differential impact:

- The telephone service is available to provide help and support for offenders to comply at an early stage.
- An application can be made to the court to re-locate the hearing in exceptional circumstances. Information will be made available when proceedings are

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<p>issued, about the court process, disability measures and how to contact the court.</p> <ul style="list-style-type: none"> <li>• Courts have their own legal obligations to comply with EA requirements. These can be met by methods such as video link</li> <li>• The policy itself requires that each case is considered on merit to ensure that decisions made are appropriate to the circumstances. If additional assistance is identified, through the assessment process, it will be taken into account. (Decision documentation to record these additional needs).</li> <li>• The policy itself can be made available in any format e.g. braille upon request</li> </ul> <p><b>Positive Impact:</b></p> <ul style="list-style-type: none"> <li>• Tenants and their families (regardless of age) will benefit from ensuring that their landlords / agents comply with the legislation, as it aims to improve the quality of private rented properties across all of Wales.</li> </ul>
<b>What action(s) can you take to address the differential impact?</b>
No further actions identified at this time

**3.2 Disability**

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on disabled people?

	Yes	No	N/A
Hearing Impairment	x		
Physical Impairment	x		
Visual Impairment	x		
Learning Disability	x		
Long-Standing Illness or Health Condition	x		
Mental Health	x		
Substance Misuse	x		
Other	x		

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

Negative Impact:

It is recognised that the way in which the service is delivered (i.e. High dependence on use of IT equipment) will have a negative impact on this characteristic, this is addressed by the EIA completed for the service itself. This EIA does not address these matters specifically.

Proceedings for failure to comply with the provisions of the Act will be issued in the Cardiff Magistrates' Court, where Cardiff Council leads on the case. This may present difficulties for travel to Cardiff which possibly will impact people with a physical disability / illness.

In addition:

- Persons with sight impairments may find it difficult to read the legal

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documentation

- Persons with hearing impairment may find it difficult to talk by phone to the contact centre for early advice on compliance

The following actions have been taken to address the negative differential impact:

- The telephone service is available to provide help and support to offenders to help them comply at an early stage.
- An application can be made to the court to re-locate the hearing in exceptional circumstances. This information will be made available when proceedings are issued i.e. when the summons is issued. An application for this purpose can be made on form EX104 - Details of how to contact the court.
- Courts have their own legal obligations to comply with EA requirements. These can be met by methods such as video link
- The policy itself requires that each case is considered on merit to ensure that decisions made are appropriate to the circumstances. If additional assistance is identified, through the assessment process, it will be taken into account. (Decision documentation to record these additional needs).
- The policy itself can be made available in any format e.g. braille upon request

Positive Impact:

Tenants with and without disabilities will benefit from this Service, as it aims to improve the quality of private rented properties across all of Wales.

**What action(s) can you take to address the differential impact?**

No further actions identified at this time

### 3.3 Gender Reassignment

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on transgender people?

	Yes	No	N/A
<b>Transgender People</b> (People who are proposing to undergo, are undergoing, or have undergone a process [or part of a process] to reassign their sex by changing physiological or other attributes of sex)		x	

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

No differential impact has been identified at this time

**What action(s) can you take to address the differential impact?**

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No actions identified at this time

**3.4. Marriage and Civil Partnership**

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on marriage and civil partnership?

	Yes	No	N/A
Marriage		x	
Civil Partnership		x	

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

No differential impact has been identified at this time

**What action(s) can you take to address the differential impact?**

No actions identified at this time

**3.5 Pregnancy and Maternity**

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on pregnancy and maternity?

	Yes	No	N/A
Pregnancy	x		
Maternity	x		

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

**Negative Impact:**

It is recognised that this service may have a negative impact on this characteristic.

Persons with this characteristic may find it difficult to travel to court venues. Proceedings for failure to comply with the provisions of the Act will be issued in the Cardiff Magistrates' Court, where Cardiff Council leads on the case. This will present difficulties for travel to Cardiff which may more significantly impact on those who are pregnant.

The following actions have been taken to address the negative differential impact:

- The telephone service is available to provide help and support to offenders to

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<p>help them comply at an early stage.</p> <ul style="list-style-type: none"> <li>• An application can be made to the court to re-locate the hearing in exceptional circumstances. Contact information will be made available when proceedings are issued i.e. when the summons is issued. Form EX104 - Details of how to contact the court.</li> <li>• Courts have their own legal obligations to comply with EA requirements. These can be met by methods such as video link</li> <li>• The policy itself requires that each case is considered on merit to ensure that decisions made are appropriate to the circumstances. If additional assistance is identified, through the assessment process, it will be taken into account. (Decision documentation to record these additional needs).</li> </ul> <p><b>Positive Impact:</b> Tenants with and without this characteristic will benefit from this Service, as it aims to improve the quality of private rented properties across all of Wales.</p> <p><b>What action(s) can you take to address the differential impact?</b></p> <p>No further actions identified at this time</p>
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**3.6 Race**

Will this Policy/Strategy/Project//Procedure/Service/Function have a **differential impact [positive/negative]** on the following groups?

	Yes	No	N/A
White	x		
Mixed / Multiple Ethnic Groups	x		
Asian / Asian British	x		
Black / African / Caribbean / Black British	x		
Other Ethnic Groups	x		

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

**Negative Impact:**

It is recognised that this service may have a negative impact on this characteristic.

- Persons with this characteristic may not use English or Welsh, and therefore struggle to understand legislative requirements.

The following actions have been taken to address the negative differential impact:

- Many search engines provide translation services to help web Users translate words or phrases into their chosen language (e.g. Google Translate)

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- The telephone service is available to provide help and support to Offenders, which includes providing advice on how to complete comply with the law. Similarly, Offenders can choose to contact us by Email, log a call through the website enquiries page, or contact us via Twitter. Users will be advised that if they do not have translation support, they can contact their Local Authority, which can provide information about local translation services and support groups. In addition, the RSW service itself has access to Language Line

**What action(s) can you take to address the differential impact?**

Landlord Associations / Agents will be encouraged to provide feedback with regard to any language barriers. RSW will evaluate the numbers and demographics to ascertain whether document translations are required.

Ethnicity monitoring is undertaken as part of the RSW application processes. This will be analysed to determine whether there is a need for information in additional languages.

### 3.7 Religion, Belief or Non-Belief

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on people with different religions, beliefs or non-beliefs?

	Yes	No	N/A
Buddhist		X	
Christian		X	
Hindu		X	
Humanist		X	
Jewish		X	
Muslim		X	
Sikh		X	
Other		X	

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

No differential impact has been identified at this time

**What action(s) can you take to address the differential impact?**

No actions identified at this time

### 3.8 Sex

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Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on men and/or women?

	Yes	No	N/A
Men		x	
Women		x	

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

No differential impact has been identified at this time

**What action(s) can you take to address the differential impact?**

No actions identified at this time

### 3.9 Sexual Orientation

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on the following groups?

	Yes	No	N/A
Bisexual		x	
Gay Men		x	
Gay Women/Lesbians		x	
Heterosexual/Straight		x	

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

No differential impact has been identified at this time

**What action(s) can you take to address the differential impact?**

No actions identified at this time

### 3.10 Welsh Language

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on Welsh Language?

	Yes	No	N/A
Welsh Language		X	

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

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The Service is fully bi-lingual for both English and Welsh speakers. All documentation, information on the RSW website and training courses are available in both English and Welsh. The telephone advice service also offers Welsh and English options, with both English & Welsh speakers employed by RSW across all areas of the Service.

**What action(s) can you take to address the differential impact?**

No actions identified at this time

**4. Consultation and Engagement**

What arrangements have been made to consult/engage with the various Equalities Groups?

Consultation has been undertaken with stakeholders in the development of the policy. Tai Pawb, Shelter, CAB and landlord / agent organisations were included. No specific equality comments were received. However, this document will be revisited with the benefit of operating the enforcement provisions as and when further impacts are identified to ensure consideration is given to the individual Protected Characteristics.

**5. Summary of Actions [Listed in the Sections above]**

Groups	Actions
Age, Disability, Pregnancy and Maternity	<ul style="list-style-type: none"> <li>• The telephone service is available to provide help and support to offenders to help them comply at an early stage.</li> <li>• An application can be made to the court to re-locate the hearing in exceptional circumstances. Form EX104 - Details of how to contact the court.</li> <li>• Courts have their own legal obligations to comply with EA requirements. These can be met by methods such as video link</li> <li>• The policy itself requires that each case is considered on merit to ensure that decisions made are appropriate to the circumstances. If additional assistance is identified, through the assessment process, it will be taken into account. (Decision documentation to record these additional needs).</li> <li>• The policy itself can be made available in any format e.g. braille upon request</li> </ul>

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Gender Reassignment	
Marriage & Civil Partnership	
Race	Landlord Associations / Agents will be encouraged to provide feedback with regard to any language barriers. RSW will evaluate the numbers and demographics to ascertain whether document translations are required. Ethnicity monitoring is undertaken as part of the RSW application processes. This will be analysed to determine whether there is a need for information in additional languages.
Religion/Belief	
Sex	
Sexual Orientation	
Welsh Language	
Generic Over-Arching [applicable to all the above groups]	

**6. Further Action**

Any recommendations for action that you plan to take as a result of this Equality Impact Assessment (listed in Summary of Actions) should be included as part of your Service Area's Business Plan to be monitored on a regular basis.

**7. Authorisation**

The Template should be completed by the Lead Officer of the identified Policy/Strategy/Project/Function and approved by the appropriate Manager in each Service Area.

Completed By : Angharad Thomas	Date: 07.02.17
Designation: Group Leader; Enforcement and Training	
Approved By: Bethan Jones	
Designation: Operational Manager, Rent Smart Wales	Date: 07.02.17
Service Area: Rent Smart Wales	

- 7.1 On completion of this Assessment, please ensure that the Form is posted on your Directorate's Page on CIS - *Council Wide/Management Systems/Equality Impact Assessments* - so that there is a record of all assessments undertaken in the Council.

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For further information or assistance, please contact the Citizen Focus Team on 029 2087 3059 or email [citizenfocus@cardiff.gov.uk](mailto:citizenfocus@cardiff.gov.uk)

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**CARDIFF COUNCIL  
CYNGOR CAERDYDD**



**CABINET MEETING: 27 JULY 2017**

**COMMISSIONING OF A NEW FRAMEWORK FOR MAINTENANCE  
OF THE COUNCIL'S PROPERTY ESTATE**

**REPORT OF THE DIRECTOR OF ECONOMIC DEVELOPMENT**

**AGENDA ITEM: 9**

**PORTFOLIO: INVESTMENT AND DEVELOPMENT (COUNCILLOR RUSSELL  
GOODWAY)**

Appendix 1 to this report is exempt from publication pursuant to the provisions of Schedule 12A Part 4 paragraph 16 of the Local Government Act 1972

**Reason for this Report**

1. To seek Cabinet approval to commission a new building maintenance framework for the Council's property estate (non-domestic buildings).
2. To seek Cabinet approval to put in place interim arrangements following the expiry of the existing framework whilst the new framework is procured.

**Background**

3. The current building maintenance framework has been in place since 2013 and expired at the end of June 2017. The framework consists of five lots: two covering domestic buildings maintenance (Lots 1 and 3); two covering non-domestic buildings maintenance (Lots 2 and 4); and one (Lot 5) for works to deliver disabled adaptations. The annual value of the framework is £25.7 million with the non-domestic building maintenance elements being approximately £11m.
4. In 2016/17, approximately 95% of all non-domestic maintenance jobs had a value of £2000 or less (with a total cumulative value of approximately £2.4m) and only 53 jobs had a value greater than £30,000 (totalling approximately £6.94m).
5. Works have been awarded in two ways through the framework:
  - Cascade – where work is awarded to the Rank 1 provider in each lot first and then subsequently to lower ranked providers based on a schedule of rates. This approach is triggered when the capacity of the first ranked provider has been reached.

- Mini Competition between providers of the appropriate lot. This approach is used for larger scale domestic and non-domestic works over £30k in value (£36k for disabled adaptations major works under Lot 5)
6. The procurement process to establish the framework placed no restrictions on the number of lots that any one provider could be awarded. This allowed the same provider to be successful in becoming the number one provider on 3 of the lots within the framework.
  7. Following a review of the building maintenance framework and future requirements, it was decided to progress different approaches and timescales for the frameworks for domestic buildings; and for non-domestic buildings. On 21 November 2016, Cabinet approved this strategy and provided authority to progress with the procurement of a new framework for housing repairs and maintenance and disabled adaptations. Cabinet also noted that the recommissioning strategy for the non-domestic building works would be subject to a further Cabinet report. This report relates to the strategy for recommissioning the non-domestic building works.

## Issues

8. As stated in the report approved by Cabinet on 21<sup>st</sup> November 2016, the main objective in the development of the first generation of the building maintenance framework was to address a range of significant difficulties with the previous approach to the supply and management of building maintenance and improvement works. There were previously over 800 separate suppliers for these works with significant non-compliant spend and a lack of co-ordination of similar activity creating missed opportunities to aggregate spend where appropriate. The framework did address these issues with a significant reduction in the number of contractors, a reduction in non-compliant spend, and a greater co-ordination and aggregation of spend achieved.
9. However, there have also been some issues and lessons learned through the practical application of the current framework. An independent review undertaken by Construction Excellence Wales as well as feedback from Council managers using the framework identified areas for consideration which were set out in the previous Cabinet report. A further detailed review has recently been undertaken by the Council's Commercial and Collaboration Service. The main issues identified through these reviews are summarised as follows:

### Sub-contracting

10. There has been a high level of subcontracting (including sub-subcontracting) which has raised concerns of increased risk to the Council in respect of health and safety, insurance and also financial control. In addition, the use of subcontractors has increased the cost to the Council through mark-ups on subcontractor costs applied by the main contractor where the Schedule of Rates has not been used. Where the Schedule of Rates has been used as was originally intended, the use of sub-contractors has not resulted in additional price increases. It is therefore necessary that

the pricing mechanism incorporated into the new framework is capable of being applied to the pricing of both responsive and planned works.

#### Materials

11. The Council has also suffered additional costs through mark-ups on materials. To reduce these mark-ups, it is intended that the new framework requires that materials, plant and labour costs (as well as overheads and profit) be separated, thereby improving the transparency of costs which should reduce the mark-up costs currently being applied to materials under the framework.

#### The Cascade Approach

12. As with the domestic building situation, in some cases, the cascade approach has not dealt effectively with peaks and troughs of work volume. There has been too much reliance on the Rank 1 contractor, meaning that the Rank 2 and 3 contractors are not adequately resourced to react quickly when the Rank 1 contractor is at full capacity. Changing the structure of the next framework and the forward planning of work is expected to improve contractor management and safety on site.

#### Contractor Management

13. There are opportunities to improve the management of the framework and the performance of the contractors and to achieve continuous improvement through a number of means. These include: mechanisms for measuring performance and addressing poor performance; using appropriate technology to 'enable' improvements in performance management, and ensuring that the Council has the requisite contract management capacity and skills, including strengthening the current teams operating the contract to fully centralise commissioning, contractor performance and on site supervision.

#### Statutory Obligations

14. The statutory obligations testing work, and the remedial works required as identified by the testing, has been delivered through Lot 4 (non-domestic mechanical and electrical works). This approach has largely been reactive. In order to better manage the associated compliance risks there is a need for a more proactive approach to be adopted. The recent purchase and installation of the RAMIS compliance management system is an important 'enabler' for improving performance in this area, in particular, the development of a forward plan to ensure compliance. In addition the Council is considering the establishment of an internal Statutory Obligations team together with the establishment of separate contractual arrangements specifically for the delivery of statutory obligations testing and remedial works to deliver further improvements.

#### Reactive Rather than Planned Preventative Maintenance

15. The maintenance work issued and delivered through the framework has largely been reactive in nature. The Council has limited resources to deal

with the significant maintenance backlog. To ensure the Council maximises impact of its spend it is essential that the Council improves knowledge of the work that is required; is able to prioritise this work; and commissions accordingly through the framework. To assist with this, condition surveys of a significant proportion of the Council's non-domestic building stock have been commissioned. The output from these surveys will inform a programme of prioritised works which will be included within the tender documents for the new framework.

#### Balance of Work Between In-house Teams and Framework Contractors

16. At present, whilst the majority of work is externalised through the framework, some work (circa 12%) is completed by the in-house team. An analysis of productivity and overheads relating to the Building Services in-house team has been completed and shows that the service delivery costs are relatively high. However, the analysis also showed that opportunities exist to improve the efficiency of the in-house team through: the amendment of some working practices; provision of greater volumes of work and resourcing the right areas e.g. electrical, plumbing and carpentry to meet demand (with a level of multi-skilled posts where appropriate); and the use of scheduling and mobile technology. This forms a key part of the proposed way forward identified later in this report and will increase the number of internal employees and apprenticeships.

#### Value for Money

17. There has been a perception from some stakeholders that the first framework has not delivered value for money. The proposed improvements identified above will assist in improving the value for money delivered under the new framework. Replacement of the current uncapped liability imposed on the contractors with an appropriate capped liability will further assist in reducing costs. Additionally, the Schedule of Rates (SoR) currently incorporated into the framework is being reviewed and adjustments will be made as required to ensure that the SoR used under the new framework meets with the Council's requirements. It will also be necessary to ensure that the Council's Building Maintenance team has the capacity and skills to use the SoR as intended. Other opportunities for improving value for money include increasing the standardisation of specifications and materials.

#### **Proposal**

18. It is recommended that the Council's future non-domestic building maintenance work be delivered through two parallel mechanisms:
  - An improved in-house Building Maintenance team, and
  - An improved external Building Maintenance framework.
19. The target outcomes from this twin-track approach are as follows:
  - To deliver an efficient and effective non-domestic building maintenance service through both in-house and external contractors, that delivers high quality and value for money customer focused services;

- To provide a high level of statutory obligations compliance across the Council's non-domestic building assets;
- To increase the amount of building maintenance work completed by in-house teams (once efficiency has been improved through the amendment of some working practices and the use of technology);
- To reduce overall costs to the Council through: the use of technology; reducing sub-contractor mark ups by reducing the amount of works awarded on a cost plus basis by improving the pricing mechanism and ensuring Schedule of Rates are suitable for both responsive and planned works; reducing material mark-up's by increasing cost transparency by requiring materials and labour costs to be separated; standardising the materials specified, and improving processes and capacity for estimating, commissioning, managing and supervising the completion of work;
- To improve the quality of management and performance information in respect of the delivery of the non-domestic building maintenance services;
- To improve the quality and frequency of progress reporting to customers and other stakeholders;
- To support the Council's Open Doors Charter and Sustainable Policy (maximizing access to opportunities to SMEs and the local supply chain).
- To support the Council's Community Benefits agenda by maximizing tender opportunities to local providers, as well as opportunities to provide training and skills development to the local workforce.
- To support the Council's commitment to reducing the Carbon Footprint.

#### In-House Team

20. An action plan has been developed and is being implemented to improve the effectiveness and efficiency of the in-house team. Once this has been implemented, the in-house team will be able to better compete with the external market, on both cost and quality of service delivery. The in-house team will then be grown through the in-sourcing of work that the Council currently commissions through external contractors. The target is to undertake as much of the emergency, routine and urgent work as possible in-house. This would result in a significant growth of the in-house building services team over the next few years, with this being achieved in an incremental and sustainable way.

#### New Building Maintenance Framework

21. The remainder of this report sets out the current proposed arrangements in respect of the new building maintenance framework. Further work is required to finalise the Council's requirements and therefore the proposals presented in this report are indicative and subject to change.
22. As part of this, detailed analysis of the previous framework is being undertaken, in particular to inform the the partitioning of works into lots, to understand the optimum the threshold values for each lot, the number of contractors to be appointed in each lot and how the call-off arrangements will work including reponse times.

23. The table below provides an overview of external spend in 2016/17 under Lots 2 and 4 of the previous framework.

	<b>Emergency Works</b>	<b>Minor Works</b>	<b>M&amp;E</b>	<b>Specialist Works</b>	<b>Statutory Obligations</b>	<b>Works Over £30k</b>
<b>Estimated No of Jobs:</b>	3947	51	83	2891 (under £2k)  238 (over £2k)	3806 (under £2k)  93 (over £2k)	46
<b>Estimated Value of Jobs:</b>	£642k	£375k	£636k	£584k (under £2k)  £1.516m (over £2k)	£836k (under £2k)  £401k (over £2k)	£6.479m

24. The new arrangements will be further informed by the outcome of the Fabric and Mechanical and Electrical Condition Surveys currently being undertaken and further assessments of any known outstanding works (such as electrical improvements noted on inspections, outside of urgent works) and other audits. This will help ensure more work is planned rather than reactive.
25. A key change from the previous arrangement is to move away from two lots: one for General Building and one for Mechanical and Electrical, and to establish a number of smaller, more specialist lots. It is intended that this categorisation will assist in the delivery of efficiencies, improved performance and hence increased value by allowing contractors to focus on their areas of specialism. It is proposed that the new arrangements will also provide better opportunities for local SMEs.
26. Initial analysis suggests that the Council should aim to deliver a greater proportion of small works (with a value of less than £2000) in-house. The intention is also to competitively tender larger works on a job by job basis in accordance with the Council's Contract Standing Orders and Procurement Rules. Based on last year's spend it is currently proposed that all works over £30,000 will be tendered. However, this figure may increase to £50,000 depending on the likely number of individual procurements that will be required once details of the condition surveys are received.
27. The new frameworks will therefore only relate to works under the final agreed threshold for large works. It is currently proposed that the works will be arranged as follows, although again, this is subject to change following final analysis and receipt of condition survey information:

#### Emergency and Responsive Works

- Emergency and responsive works (of value less than £2,000);
- Target time: 2 hours to site; 24 hours to fix for emergencies and 5 working days for routine works;
- Pricing – hourly rates to 'make safe' and then schedule of rates for any remedial works or responsive works;

### Minor Works

- Works of value between £2,000 and £30,000;
- Target time: on site within 28 days;
- Pricing – schedule of rates based on works specification prepared;

### Mechanical and Electrical Works

- Works of value between £2,000 and £30,000;
- Target time: on site within 28 days;
- Pricing – schedule of rates based on works specification prepared;

### Specialist Works

- For specialist works such as roofing, asbestos removal, etc;
- Target time: on site within 5 days;
- Pricing – up to £5000 schedule of rates based on works specification prepared; Over £5,000, minor works tender

### Statutory Obligations

- For the undertaking of statutory obligations compliance testing work and completion of small scale remedial works. Significant remedial works would be undertaken under the Mechanical and Electrical Works Lot or subject to competitive tender.
- Target time: on site within 5 days of scheduled date identified in the Forward Plan;
- Pricing – schedule of rates.

28. In addition to the proposed amendments to the structure of the framework outlined above, it will be particularly important that the Council's framework management team has the required capability and capacity to estimate, commission, manage and supervise the completion of work as intended. It will also be crucial to develop the in-house delivery team. The required changes are being progressed through consultation with Unions and employees to ensure they are in place ahead of the commencement of the new framework.
29. In the short term it is recognised that schools may wish to procure minor works outside the building maintenance framework. In such situations, it is suggested that schools be encouraged to procure the minor works in accordance with the Council's Contract Standing Orders and Procedures using contractors identified under the Council's management that are experienced and competent in the areas of work required. In the meantime property services and corporate health and safety will support schools with vetting their proposed contractors.
30. In order to ensure adequate provision whilst the in-house team is being improved and expanded it is proposed that a new arrangement will also be put in place to deal with jobs under £2,000. One option would be to establish a Dynamic Purchasing System (DPS). A DPS allows contractors to be pre-qualify to do works for the Council and then jobs would be awarded through

a mini-competition to those companies that have pre-qualified. An approach of this nature will provide schools with approved contractors where they wish to award small jobs directly and should also provide better opportunities for local SMEs.

### **Proposed Timeline**

32. The proposed timeline for the procurement of the new framework is set out below:

- Cabinet meeting - July 2017
- OJEU Contract Notice - October 2017
- PQQ Stage - October 2017
- ITT Stage - November 2017
- ODR (Award) - January 2018
- Contract Award - February 2018
- Implement/Mobilise - March 2018
- Contract Start - April 2018

### **Interim Arrangements**

33. In November 2016 Cabinet agreed to the proposal to establish two new frameworks that would deal with domestic and non-domestic maintenance separately. The rationale for this approach was driven by the very different nature of works required for fairly standardised housing maintenance jobs and materials and often very individual/specialist works to buildings that make up the Council's wider estate. In order to ensure the new framework for the non-domestic estate delivers a range of improvements it became clear that the procurement process would take longer than originally anticipated and would require interim arrangements to be put into place.

34. The key reasons for requiring more time were as follows:

- a. It was deemed essential to commission a comprehensive programme of condition surveys (across the Council's estate) so that up to date information on the future maintenance requirements and priorities could be incorporated into tender documents. These surveys have been commissioned, but will take time to conclude.
- b. The Council has begun to implement a new approach to property management and maintenance that will bring together all property related activity (relating to the non-domestic estate) under one new 'Corporate Landlord' service. This will significantly improve co-ordination between the various parts of the Council involved in commissioning works and should improve prioritisation and planning. Significant time has been required to conclude this process, which is still on-going.
- c. In recent months capacity to take forward the procurement process has been severely restricted by an unforeseen requirement to focus efforts on ensuring statutory compliance of the Council's estate. This has been an intensive period of work and has effectively delayed the Council's ability to take forward the procurement process.

35. In terms of dealing with the requirement for interim arrangements, a strategy was discussed with the Council's Commissioning and Procurement Service and the Council's Legal Service. Initially, the preferred approach which seemed to present the least risk route in terms of legal and contractual compliance was to explore the use of a nationally let framework which the Council could rely upon. However, following careful consideration of the level of work required to prepare tender documentation to facilitate a mini competition under such a framework (for example the National Procurement Services, NPS) it was felt that developing detailed requirements for this process would divert attention from the job of procuring the new non-domestic framework. There was also concern that a mini competition for an interim arrangement would fail to secure sufficient market interest given issues of contractor mobilisation etc.
36. Instead of procuring the interim requirements through a national framework, it is now proposed to procure works with a value of under £30,000 per job through a direct award with the relevant ranked number one contractors from the recently expired building maintenance frameworks. This will, where practicable, exclude specialist services which can be procured via existing collaborative frameworks. All jobs with a value of over £30,000 will be tendered on a job-by-job basis. It is intended that the interim arrangements will need to be in place for a maximum of 9 months. This will enable the new framework to be procured and activated by April 2018 and as such the value of spend under the direct award arrangements will be limited to the remaining months of this financial year. By following the approach outlined above and given that the Council has already commissioned works in the first quarter of this financial year, it is anticipated that the value of any direct award will be significantly less than the works EU threshold of £4.106m. This approach will ensure that spend under the direct award will remain compliant with the UK Public Contract Regulations 2015.
37. Legal advice regarding this proposal way forward has been obtained and this is enclosed in confidential Appendix 2.
38. Further to the above, this report seeks Cabinet approval to begin the process of procuring the new non-domestic framework with immediate effect to ensure the interim arrangements are in place for a maximum of 9 months.

### **Reason for Recommendations**

39. To ensure that the Council has appropriate arrangements in place for the maintenance of its non-domestic building assets.

### **Legal Implications**

40. The Legal Implications are attached as Appendix 1 which is exempt from publication pursuant to the provisions of Schedule 12A Part 4 paragraph 16 of the Local Government Act 1972

## **Financial Implications**

41. As illustrated by the Table in paragraph 23 above the expenditure that falls under the proposed Building Maintenance frameworks is significant. The procurement should therefore ensure that the outcomes required by the council from these services are met whilst ensuring they are affordable. This will recognise the limited financial resources, both capital and revenue, available for these works, and the current and continuing pressures on these budgets. The significance of asset management and in particular the ability to efficiently use the information currently becoming available through the condition surveys to prioritise work has been emphasised in the report.
42. The resources required for the Directorate to develop these proposals for the new building maintenance framework so that they are in an appropriate form to take to market by for example working up specifications and engagement with the market will need to be identified.
43. One of the objectives highlighted in the report is to improve the performance of the in-house Building Maintenance team and some high level proposals such as the use of technology are referred to in the report. To ensure value for money is obtained it is essential that these proposals are supported by robust business cases that allow a thorough analysis of the benefits and the costs – both implementation and lifecycle – associated with these improvement initiatives.
44. A strengthening of the Contract Management role, both in terms of capacity and skills, to deliver benefits from the proposed new frameworks is highlighted on a number of occasions in the report. There will be resource implications for the council in developing the contract management function and again the costs associated with this strengthening will need to be considered alongside the benefits.
45. One of the potential benefits arising from the new frameworks will be delivered by a re-assessment of the risk allocation between the council and its framework partners for example by reducing the obligation for the contractors to hold uncapped liability. As this assessment is developed it will need to consider the additional risks that will pass back to the Council and how these can be mitigated.

## **Human Resources Implications**

46. There are a number of HR implications for this report which will need to be worked through as the process develops. There may be HR implications for the in-house team as they are developed in the future but any implications are likely to benefit the current employees.
47. There may be TUPE implications for the in-sourcing of work which the Council will need to take into consideration as part of the process. Also there may be third party TUPE implications as part of the retendering of the contracts which, although the Council will need to manage as part of the procurement process, there will be no liability for the Council and any decisions will be for the outgoing and incoming contractors to make.

## **RECOMMENDATIONS**

Cabinet is recommended to:

- 1) Note the content of this report;
- 2) Approve the proposed commissioning strategy for the Non Domestic Building Maintenance Framework;
- 3) Delegate authority to the Director of Economic Development, in consultation with the Cabinet Member for Investment and Development, the Section 151 Officer and the Director of Governance and Legal Services, to deal with all aspects of the procurement relating to the Non Domestic Building Maintenance Framework, including setting the contract evaluation criteria and the award of contracts.
- 4) Delegate authority to the Director of Economic Development in consultation with the Cabinet Member for Investment and Development, the Section 151 Officer and the Director of Governance and Legal Services, to make the interim contractual arrangements necessary for the continuation of service until the new contracts are in place.

### **NEIL HANRATTY**

Director of Economic Development  
21 July 2017

*The following appendix is attached:*

Appendix 1: Exempt Legal Implications

*The following Background Papers have been taken into account:*

Cabinet Report 21<sup>st</sup> November 2016: Report of the Corporate Director Communities Housing and Customer Service – Commissioning of the Replacement Building Maintenance Services Framework

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By virtue of paragraph(s) 16 of Part(s) 4 and 5 of Schedule 12A of the Local Government Act 1972.

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**FUNDING THE NEW BUS TRANSPORT INTERCHANGE**

**REPORT OF THE DIRECTOR OF ECONOMIC DEVELOPMENT**

**AGENDA ITEM: 10**

**PORTFOLIO: INVESTMENT & DEVELOPMENT (COUNCILLOR RUSSELL GOODWAY)**

*Appendices 2, 3, 4, 5, and 6 of this report are exempt from publication because they contain information of the kind described in paragraphs 14 and 21 of parts 4 and 5 of Schedule 12A to the Local Government Act 1972.*

**Reason for this Report**

1. To report the commitment of the new Council administration to the delivery of a new bus interchange on the former Marland House/Wood St NCP Car Park site at Central Square and to outline the challenges which need to be addressed to facilitate its construction.
2. To seek the new Cabinet's 'in-principle' agreement to a revised funding strategy required to facilitate the delivery of the bus Interchange and to request that delegated authority be given to the Director of Economic Development in consultation with the Cabinet Member for Investment & Development to enter into appropriate contractual agreements with the developer to secure a start on site at the earliest possible date.
3. To secure Cabinet authority to address and deal with all outstanding pre-development costs relating to a new Bus Interchange development including design, planning and site preparation costs.

**Background**

4. The new Administration has set out its policy priorities in the Vision Statement "Capital Ambition" which, amongst other things, prioritises:
  - The delivery of a new business district and gateway to Wales to the north and south of Cardiff Central Station.
  - Delivering a new transport interchange which will be at the heart of the Cardiff Metro.

5. Furthermore, the Administration has confirmed support for the 2013 proposal to redevelop Central Square and to provide a suitable state-of-the-art bus station facility, on a suitable site, that will equip the city with the modern transport interchange befitting our nation's capital.
6. Initially, it was envisaged that the bus interchange would be located on land south of Cardiff Central Station as part of the emerging proposals for the Cardiff Metro. However, on 15 May 2014, Cabinet decided to locate the new facility on the site of Marland House, which as a consequence, required the Council to acquire the long leasehold interest in the Wood Street NCP Car Park. This decision confirmed the earlier decision to:
  - Facilitate jobs growth by working with partners to deliver 300,000 sq ft of office accommodation within Central Square by March 2019.
  - In partnership with developers, transport operators and businesses deliver a new Central Transport Interchange
7. In total, the Central Square development will deliver over 1 million sq ft of high quality office-led mixed use development and is anticipated to accommodate up to 10,000 jobs. The regeneration scheme has been delivered through a public-private partnership between Cardiff Council and local development company Rightacres Property Ltd with funding provided by Legal & General Pensions Ltd. This agreement committed the Council to acquiring the leasehold interests in Marland House and St David's House on Central Square along with the site of the former Thomson House on Havelock Street.
8. The project now needs to progress to the next phase following the completion of 1 Central Square and with 2 Central Square and the BBC Wales building currently under construction. Plans for the development of the land north of Wood Street will accommodate a major new grade A\* office development comprising 265,000 sq ft in phase 1, accommodating circa 3000 jobs. Negotiations between the developer and a potential occupier are at an advanced stage and it is hoped to conclude matters in the near future. The scheme will also include a substantial new public square on Wood Street.

### **Current Position**

9. The Council and the developer have over time made substantial investments in bringing forward the Bus Interchange project. The project was initiated through a WELTAG public consultation exercise which established the key design criteria for the new facility. Following a competition, world leading architects Foster + Partners were appointed by the developer to produce a scheme, and subsequently to prepare a planning application.
10. On 3 December 2015 and 16 March 2016 Cabinet provided authority for the Council to enter into a Pre Planning Agreement (PPA) with Rightacres Property Ltd relating to design and site preparation costs necessary to

bring forward delivery of the Bus Interchange in accordance with the Council's programme.

11. The agreement essentially provided an underwriting of costs up to an agreed cap to enable the developer to incur costs and progress the development in advance of having in place an agreed funding package with the Council. This acknowledged that costs would be reimbursed in the event that no agreement was in place by 30 June 2017. At its meeting on 28 September 2016 Cabinet agreed for the cap to be increased to cover additional design costs relating to the preparation of a planning application for the development.
12. Planning consent was granted on 1 March 2017, subject to the completion of a Section 106 Agreement. The scheme comprises of a Bus Interchange, including a cycle hub and ancillary retail units on the ground floor; 225 car parking spaces and an interchange lounge on the first floor (to provide a potential future link to the Central Train Station); a Private Rented Sector (PRS) development of 195 units on the Wood Street elevation; and 120,000 sq ft of grade A\* offices at the Saunders Road end of the development. An illustration of the scheme is provided at Appendix 1.
11. Site preparation works were concluded in June 2017. These primarily included the relocation of businesses from Marland House; the demolition of Marland House; and the demolition of the Wood St NCP Car Park. Details of the costs associated with design, planning and site preparation are provided in Confidential Appendix 2.
12. The Council has recently reimbursed the developer for costs expended up to the value of the agreed cap. The developer has incurred further costs relating to design, planning and site preparation at risk and the Council is now required to settle these costs. The cost incurred by the Council for land assembly and design, planning and site preparation will be apportioned against each key element of the development in the final development appraisal as outlined in Confidential Appendix 3.
13. An allocation of £20 million has been included in the Council's Capital Programme for the delivery of the Bus Station element of the Bus Interchange building. This is dependent on securing capital receipts to this value from the sale of leasehold interests in the council owned land holdings within the Central Square development. Details of the costs of land assembly for the Bus Interchange building and the associated capital receipts are provided in Confidential Appendix 4.

### **Key Funding Challenges**

14. It has become increasingly apparent that the Council's decision to deliver the new Bus Interchange project on the site of the former Marland House and Wood Street NCP Car Park has created significant funding challenges. In particular the decision has created a significant land premium for the development; it has limited the potential of capital receipts that can be generated from what would otherwise be a prime development

site; and has added costs to the construction of the overall development scheme. Whilst the developer remains committed to delivering a solution, these issues have created a very difficult financial equation to resolve.

15. At the outset it was the intention to recover all of the costs of land assembly through capital receipts generated from within the development site. This aspiration took account of the fact that the purchase price of existing buildings such as St David's House and Marland House was in excess of the value of the plots as development sites, but reflected the realistic assumption that through a comprehensive regeneration scheme and major investment in public realm improvements across the entire site, an uplift in land value would be achieved to off-set the premium required to purchase buildings. This has largely been achieved. However, the specific costs associated with the purchase the Wood Street NCP Car Park has placed a major burden on the Bus Interchange development (Confidential Appendix 4).
16. In addition to the specific costs outlined above, the Wood St NCP Car Park was also the subject of existing parking leases that needed to be resolved in order to enable demolition of the building. This has meant that the development proposal for the new Interchange building also needs to incorporate 225 car parking spaces. The nature of the site and the mix of uses within the development has made the provision of this car parking expensive to deliver. In particular, ground floor bus station limits the number of columns that can be used in construction to minimise the obstruction of bus movements. This dramatically increases the cost per space of providing car parking. The cost of land, and the cost of car parking has made the financial equation extremely difficult to resolve.
17. Furthermore, the agreement with the developer established in 2013 assumed a market driven development designed to allow market demand to drive end use on plots across the scheme's masterplan. However, as the scheme developed, the Council's aspirations for the building has effectively created constraints on the developer that have prevented the pursuit of high yielding opportunities involving student accommodation and budget hotels. In order to expedite the development it is recommended that Cabinet reverts to the original approach and allows the developer to pursue market driven opportunities.
18. It is the norm for any developer of office buildings to wait to secure tenants for some if not all of the building before committing to a construction contract. This approach mitigates risk, and provides the developer with a clear understanding of the value of the building before incurring significant costs. This is because the value of office buildings relates to the strength of covenant of the tenant(s) and the terms upon which they are secured. The Cabinet's preference has, until recently, been for the space above the Bus Interchange building to be predominantly offices, which has meant that until a proportion of the space is let, the development has been unable to proceed.

## Funding Proposal

19. The developer has now submitted a proposal to the Council setting out a financial framework for delivering the Bus Interchange development based on a market driven solution outlined in Confidential Appendix 5. The developer is proposing to take advantage of current market opportunities to maximise the value of the development and to maximise the capital receipts payable to the Council. In particular, the developer is seeking to secure a student accommodation scheme at the Wood Street end of the development to replace the consented scheme for Private Residential Sector (PRS) units. The developer will continue to pursue an office scheme for the Saunders Road end of the development but will only commence development of the scheme once over 50% of the office area is let. In terms of potential office occupiers, the Council and Rightacres have been pursuing a number of live enquiries which have the potential to be secured over the next few months. In the event that office tenants are not secured within a reasonable timescale, the developer is proposing to extend student accommodation across the whole of the building. It is understood that any change of use or changes to design will require a further planning application.
20. The Developer's Proposal suggests that the Council completes the full land assembly by acquiring the remaining Saunders Road Car Park site from Network Rail. The developer would then pay a premium to the Council (which will include a share of the pre-development costs) to acquire a long leasehold interest in the whole site, with the Council retaining the freehold interest. The Council would then lease back the bus station element of the building for a peppercorn rent based on payment of an up-front premium equating to the cost of construction of the bus station element. The Developer's Proposal establishes a financial envelope for delivery of the bus station which is more or less in line with the resources available to the Council and the capital programme allocation. Confidential Appendix 3 explains the Council's affordability envelope. However, it must be noted that the timing of delivery of a bus station facility remains dependent on securing appropriate tenants for the building.
21. In addition to the above, Cabinet should note that the developer's proposal also confirms there is no contribution required from the Council towards the provision of car parking spaces. The developer will also be able to deliver the anticipated contribution towards the broader Central Square public realm improvement scheme as well as the specific extension of the scheme around the Interchange building (see Appendix 7).
22. The costs provided for the construction of the bus station element at this stage are high level and subject to independent review by an external cost consultant. Whilst technical fit-out has been excluded from the proposal, further work is required to confirm the exact extent of internal fit-out that is included in the developer's proposals. In regard to technical fit-out costs, the Council has made a bid to Welsh Government for a contribution towards these costs and the costs of highways improvements that will need to be made to the road network in the area surrounding the bus station to improve access for buses and pedestrians. The Council's

financial strategy is reliant on a contribution being realised from Welsh Government, as set out in Confidential Appendix 3.

### **Scrutiny Consideration**

23. This report was considered at a joint meeting of the Economy & Culture and Environmental Scrutiny Committees on 18 July. The letter from the Chair is attached at Appendix 8.

### **Reason for the Report**

24. To seek in-principle agreement from Cabinet to the proposed funding proposal from the developer for delivery of the Bus Interchange development and to secure delegated authority to conclude arrangements to deliver the development within the Council's financial envelope including settling outstanding design, planning and site preparation costs.

### **Financial Implications**

25. The existing Capital Programme includes an allocation of £20 million for the 'Delivery of Central Square development including a new Integrated Transport Hub', which is to be fully funded by capital receipts and s106 contributions associated with Central Square. In addition, £3.739 million of the Central Square Public Realm budget is currently reliant on resources generated at Central Square.
26. The Central Square developments are being progressed on the basis that schemes are fully self-financing from land and s106 receipts and any deviation from this base assumption could impact on the council's financial resilience strategy and its ability to support other major projects and initiatives being progressed by the council at this time.
27. In March 2016, Cabinet authorised the completion of a pre-planning agreement. This committed the Council to underwriting costs incurred by the contractor up to a specified maximum figure for the first phase of works. In September 2016, an additional Cabinet authorisation was received to include the second phase of works, and therefore increasing the specified maximum figure that the Council will underwrite. On 5<sup>th</sup> July, the Director of Economic Development exercised the delegated responsibility granted in these Cabinet reports to make payment to the contractor for the specified maximum figure for these phases of works.
28. The details of these costs are contained within commercially confidential appendices to this report. An additional set of financial implications have therefore been set out in confidential Appendix 6, which should be considered in conjunction with this report.
29. The attached report provides details of recent progress on the Interchange development including current high level proposals submitted by the developer. The report confirms that the developer has been paid for pre-development work up to the cap previously agreed by Cabinet in September 2016. The Developer has though continued to incur additional

costs on these activities, at his own risk, to values over and above the previously agreed cap. The developer is now expecting the Council to reimburse these additional costs and the attached Cabinet report is seeking authority to make this additional payment to the developer relating to design, planning and site preparation. The payment of this additional sum will take Interchange expenditure above its approved Capital budget for 2017/18 and will require budget to be brought forward from 2018/19. The element of these pre-development costs that relate to the Commercial elements of the scheme will be subsequently passed back to the developer.

30. The Interchange is due to be fully funded by capital receipts and s106 contributions associated with Central Square. However, these capital receipts will not be realised in advance of these pre-development payments being made. This represents a short term funding issue for the council with revenue expenditure implications either through short term borrowing costs or reducing income from Treasury activities.
31. The financial implications of incorporating the car park in the development are highlighted in the report in terms of reducing the commercial value from the site and the additional expenditure from the engineering solution required to incorporate the car park on the first floor.
32. The report recommends reverting to a market driven approach for the commercial space within the development. Maximising development value will minimise, but not eliminate, the funding required from the Council to deliver the new Bus Transport Interchange.
33. The current development proposal is conditional on securing sufficient tenants to fill the commercial space. Although the developer is confident of finding tenants there is a risk of a delay to the development if sufficient tenants are not found to cross this threshold. If this delay were to materialise, this could result in the scheme needing to be redesigned which could have a detrimental impact on the delivery, timeliness and costs of the scheme.
34. At this stage the construction costs included in the proposal are high level assessments which brings the risk that costs could increase as more detailed proposals are developed. With the financing sources for the Interchange being largely fixed this would present funding implications that would need to be addressed if the proposal was to proceed.
35. The Developer's Proposal suggests that the Council completes the full land assembly by acquiring the remaining Saunders Road Car Park site from Network Rail. Although a price has been agreed with Network Rail for the land in Saunders Road, this land has yet to be acquired which brings with it associated risks.
36. The report acknowledges that technical fit-out and junction improvement costs will be required but are outside of the scope of this development. The expectation is that the Council will rely on Welsh Government contributions to fund these works but this funding is not currently

confirmed which exposes the Council to the financial risk that it will need to step-in and fill any fit-out funding gap. The lifecycle costs of the council operating the bus station will also need to be considered alongside the more detailed development proposals that will subsequently follow.

37. Given the specialist nature of this development the Council will need to engage the Professional Advisors to ensure that the proposals presented by the developer are deliverable and represent VFM. Adequate budget to engage these advisors will need to be identified.

### **Legal Implications**

38. The Council is required to be mindful of its fiduciary duty to its Council taxpayers and to ensure value from money in regard to its land acquisitions and disposals. The Council's Procedure Rules for the Acquisition and Disposal of Land require the advice of a professional valuer to be taken at all stages. The intention is to ensure that due probity and accountability can be demonstrated at all times and value for money achieved. Similarly the Council will be required to ensure value for money in regard to the delivery of public infrastructure, fit-out and operating arrangements and will require detailed cost consultants' advice in those regards. The appendices to the report provide relevant information for consideration at this stage. More detailed information will need to be considered in advance of the exercise of delegated powers.
39. Changing market conditions impact on the saleability and rental income from commercial premises. If disposals are not achieved promptly then holding costs can occur alongside an inability to service project funding. Value for money is an essential element in demonstrating that the Council is not providing unlawful State Aid to developers, funders, occupiers and operators and that it is complying with its fiduciary duty to the local taxpayers.

### **RECOMMENDATIONS**

The Cabinet is recommended to:

- (1) Allow the developer to maximise capital receipts for the commercial floor space within the Bus Interchange development by allowing end use to be driven by market demand.
- (2) Delegate authority to the Director of Economic Development in consultation with the Cabinet Member for Investment & Development and the Cabinet Member for Finance, Modernisation and Performance, the Section 151 Officer and the Monitoring Officer to:
  - (i) Negotiate and conclude a final agreement with the developer subject to the financial envelope outlined in Appendix 3 for the delivery of the Bus Interchange project and appropriate external advice.

- (ii) Settle outstanding design, planning and site preparation costs as outlined in Confidential Appendix 2 subject to independent verification of costs.
  - (iii) Acquire the Saunders Road Car Park site owned by Network Rail to complete the land assembly as outlined in this report, subject to independent valuation.
- (3) agree that budget be brought forward from the approved 2018/19 Capital programme into 2017/18 budget to meet the pre planning and land assembly costs outlined in the report.

**NEIL HANRATTY**

Director

21 July 2017

*The following appendices are attached:*

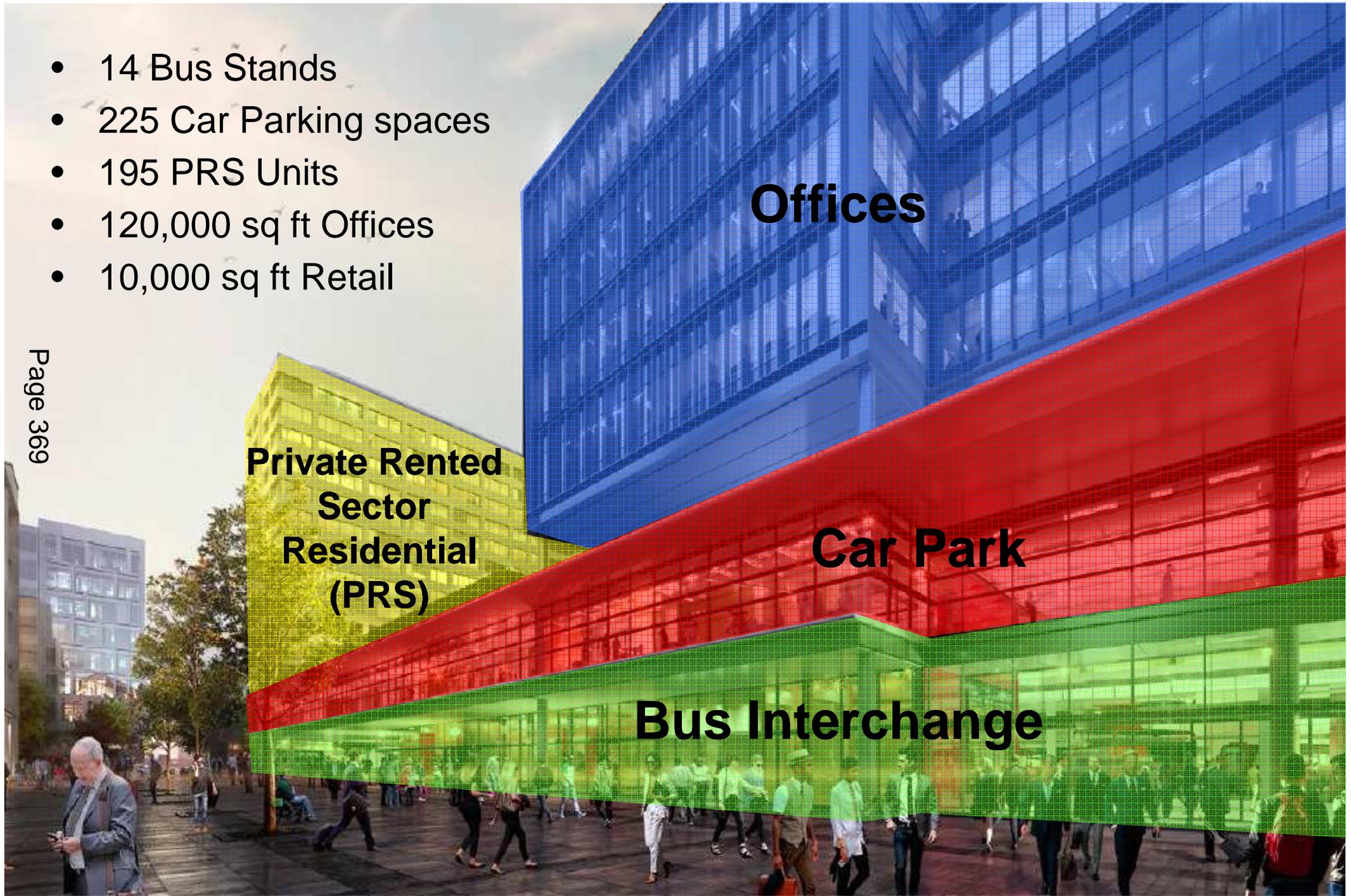
Appendix 1:	Illustration of Consented Scheme
Confidential Appendix 2:	Design, planning and site preparation costs
Confidential Appendix 3:	Bus Interchange Financial Strategy
Confidential Appendix 4:	Bus Interchange Land Acquisition and Disposal
Confidential Appendix 5:	Developers Proposal
Confidential Appendix 6:	Confidential Financial Implications
Appendix 7:	Plan of Central Square Public Realm Scheme
Appendix 8	Letter from the Joint Economy & Culture and Environmental Scrutiny Committee

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# Appendix 1: Illustration of Consented Scheme

- 14 Bus Stands
- 225 Car Parking spaces
- 195 PRS Units
- 120,000 sq ft Offices
- 10,000 sq ft Retail

Page 369



**Offices**

**Private Rented  
Sector  
Residential  
(PRS)**

**Car Park**

**Bus Interchange**

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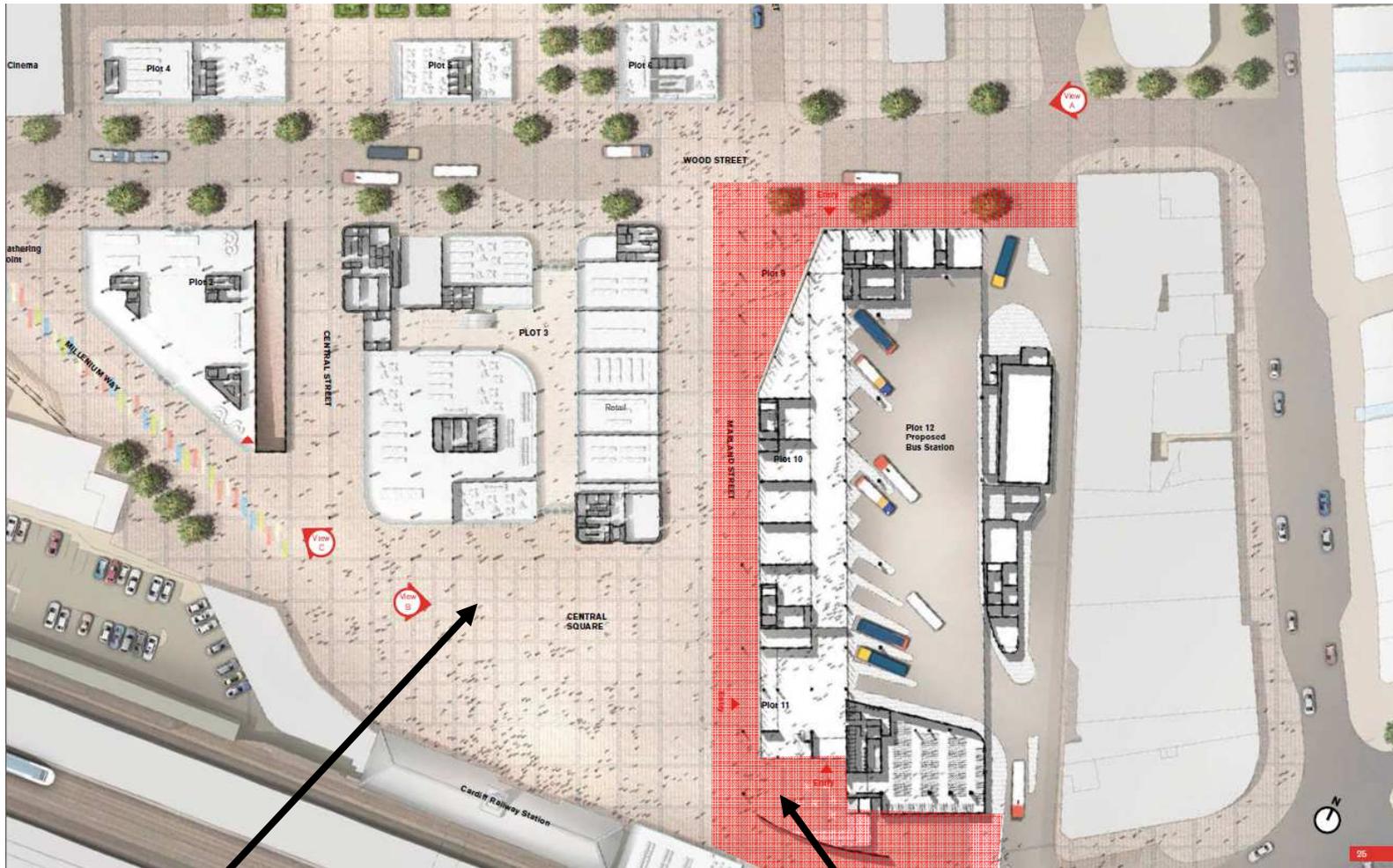
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# Appendix 7

## Public Realm Scheme



Central Square Public Realm Scheme

Indicative Bus Interchange Public Realm Area

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My Ref: T: Scrutiny/Correspondence/Cllr NH

Date: 19 July 2017



County Hall  
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Neuadd y Sir  
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Councillor Russell Goodway  
Cabinet Member, Investment and Development  
Cardiff Council,  
County Hall  
Cardiff  
CF10 4UW

Dear Councillor Goodway,

**Joint Economy & Culture and Environmental Scrutiny Committee: 18 July 2017**

On behalf of both the Economy & Culture and Environmental Scrutiny Committees, please accept our thanks for attending our meeting for pre-decision scrutiny of the report to Cabinet titled 'Funding the New Bus Transport Interchange'. Members wish also to pass on their thanks to Neil Hanratty for his attendance and presentation. Members have asked that I pass on the following comments and observations from their discussion at the Way Forward.

Members share the wish to see a high quality bus transport interchange in place as soon as possible and understand the need for this to be achieved within the agreed financial envelope. Having considered the evidence presented regarding market demand for student accommodation in Cardiff, Members support the proposal to move from private rented sector accommodation to student accommodation. Members are pleased to hear that there are ongoing discussions regarding the office space and hope these are successful. However, Members are supportive of a market driven approach for this space as well, subject to further planning application, if required.

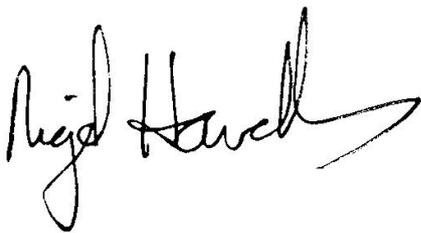
With regard to the second recommendation to Cabinet to delegate authority, Members support this, on the understanding that the usual due diligence checks would apply to ensure robust financial modelling and consideration of legal advice. Members support the appointment of external cost consultants and professional

advisors to ensure that the Council achieves value for money. Members also recognise the usefulness in acquiring the Saunders Road car park site.

Members note the bid to Welsh Government for assistance in meeting technical fit out and highway improvements. Members would like to be kept informed of progress with this bid, in terms of the amount awarded and the uses agreed for the grant funding.

Overall, having considered the evidence presented to the Committee, Members are supportive of the recommendations to Cabinet and look forward to progress being made on the site.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Nigel Howells', with a stylized flourish at the end.

**COUNCILLOR NIGEL HOWELLS  
CHAIR, JOINT ECONOMY & CULTURE AND ENVIRONMENTAL SCRUTINY  
COMMITTEE**

cc Members of the Economy & Culture and Environmental Scrutiny Committees  
Neil Hanratty  
Clair James  
Cabinet Support Office