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## AGENDA

<b>Committee</b>	COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE
<b>Date and Time of Meeting</b>	WEDNESDAY, 17 JANUARY 2018, 4.30 PM
<b>Venue</b>	COMMITTEE ROOM 1 - COUNTY HALL
<b>Membership</b>	Councillor McGarry (Chair) Councillors Ahmed, Asghar Ali, Carter, Goddard, Jenkins, Kelloway and Lent

*Time approx.*

**1 Apologies for Absence**

To receive apologies for absence.

**2 Declarations of Interest**

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

**3 Minutes (Pages 1 - 6)**

To approve as a correct record the minutes of the meeting held on 6 December 2017.

**4 Domiciliary Care Procurement (Pages 7 - 30)**

4.30 pm

- a) Councillor Susan Elsmore, Cabinet Member for Social Care, Health and Wellbeing– will be in attendance and may wish to make a statement.
- b) Tony Young, Director Social Services, Amanda Phillips, Assistant Adult Services and Leon Goddard Project Officer, will be in attendance to give a presentation and answer Members' questions.
- c) Way Forward for this item.

**5 Supporting People Local Delivery Plan (Pages 31 - 118)**

5.45 pm

- a) Councillor Lynda Thorne, Cabinet Member for Housing and Communities – will be in attendance and may wish to make a statement.
- b) Sarah McGill, Director Communities, Housing and Customer Services and Jane Thomas, Assistant Director Housing and Communities will be in attendance to give a presentation and answer Members' questions.
- c) Way Forward for this item.

**6 Date of next meeting**

Budget Scrutiny – 12 February 2018 at 10.00am.

**Davina Fiore**

**Director Governance & Legal Services**

Date: Thursday, 11 January 2018

Contact: Andrea Redmond, 029 2087 2434, a.redmond@cardiff.gov.uk

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COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE

6 DECEMBER 2017

Present: County Councillor McGarry(Chairperson)  
County Councillors Asghar Ali, Goddard, Jenkins, Kelloway and  
Lent

30 : APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillors Ali Ahmed and Joseph Carter.

31 : DECLARATIONS OF INTEREST

No declarations of interest were received.

32 : MINUTES

The minutes of the meeting held on 15 November 2017 were agreed as a correct record and signed by the Chairperson.

33 : INDEPENDENT LIVING SERVICES

The Chairperson welcomed Jane Thomas, Assistant Director Communities and Housing, Isabelle Bignall Assistant Director Customer Services and Carlyne Palmer, Operational Manager, Assisted Living to the meeting.

Members were provided with a presentation on Independent Living Services, with further details on the Meals on Wheels and Telecare Services. Members also received a presentation on performance in relation to Disabled Facilities Grants/Adaptation, following a deep dive in 2016, after which the Chairperson invited questions and comments from Members;

- Members asked how hard to reach communities were being targeted, and were advised that Officers attend GP cluster groups, Hubs and community groups to show what is on offer. Officers conceded that it was difficult to get to everyone, however there was a plan for the next 3/4 months to have stalls in various events to reach out to communities, GP's also refer people to the ILS. It was noted that some people are concerned that if they make contact they will be referred to Social Care, it was important to continue getting the message out that this is not the case.
- Members asked if the Tenants Federation had been contacted and were advised that they had, the Council had held a stall at the Tenants Federation Conference recently.
- With reference to Step-Down accommodation, Members asked if this was always full. Officers advised that it was currently at 88% capacity and that it was used for hospital discharge as well as for people moving out of their homes for adaptations. It was further added that some people chose not to use the facility and there was still work to be done to break down these barriers.

- Members asked what was being done to reach people in the community who did not know what benefits they could access. Officers explained that all officers who engage with the community are trained, and people who chose to engage can undergo benefits checks. It was noted that there could be more done in terms of advertising the help that is available. Further, the Money Advice Service is now based in the Hubs and officers also engage with Foodbanks.
- Members asked why the Meals on Wheels service had stopped previously and were advised that it had traditionally been part of a Social Services package, this changed when the new Social Services legislation came in and the local authority couldn't pay for the provision of meals. The decision was then taken to try a paid for service.
- Members asked if everyone pays for the service or whether anyone was eligible for a free service. Officers advised that there was no free provision, there was an element of allowance for subsidies where people help with the meal preparation.
- Members asked if the Meals on Wheels service catered for dietary needs and were advised that it does, they provide, vegetarian, vegan, gluten free meals etc. from a full menu; it was hoped to further extend this menu as the customer base grows.
- Members noted the Telecare statistics; 4500 customers, 128,000 calls since April, 6000 of which resulted in an Ambulance being called. Members asked if all of those calls were for the 4500 customers. Officers advised that they were, they were accurate figures. Officers explained that some people never contact them, some people contact them very regularly, and there were lots of calls for reassurance too. People who call regularly would receive a visit to check for things like trip hazards etc.
- Members requested a more detailed breakdown of the statistics and Officers agreed to provide them.
- Officers added that the service was provided for a reason and it was well used. The top percentage of callers would be monitored and staff can put forward a case management review, often the top callers to the ambulance service will tally up with these. Although the figures are large, officers considered it a testament to a good service; officers were proud of the service as it keeps people independent for longer, out of hospital for longer and reduced the burden on the system in other ways.
- Members referred to the budget for the Alarm Receiving Centre and asked if officers were confident with regard to the figures for income, as the target for year-end was £550k and the result was currently £238k. Officers explained that they are able to pick up the shortfall from other areas so the figures will balance. They further explained that they were delayed for just over a year on that target, which was already a stretched target; however they are getting more visits every day and although it will take another year to achieve the target, they believed they would hit the target and sustain it. Members welcomed the suggestion of visiting the Alarm Receiving Centre.

- Members were pleased to see the improvements in adaptation times.
- Members asked how the new framework and timescales were established and were advised that there had been an evaluation of work completed in the past and the timescales these had taken; there were some complexities with timescales such as contractors having to contact people to access property, having to contact organisations such as Dwr Cymru or Planning for some works. Targets had been set taking into account these complexities, and Officers had not wanted to set targets that would fail.
- Members referred to cases whereby people had felt the timescales were too long and asked if complaints were received to this regard. Officers stated that this can vary, works are completed as quickly as possible and if there are going to be delays then the important thing is communication; also communication with contractors is key and this is improved in the new framework.

AGREED – That the Chairperson on behalf of the Committee writes to the Cabinet Member conveying the observations of the Committee when discussing the way forward.

#### 34 : LETTINGS POLICIES IN HIGH RISE BLOCKS BRIEFING

The Chairperson welcomed Jane Thomas (Assistant Director, Communities and Housing) and Ellen Curtis (Operational Manager, Landlord Services) to the meeting.

Members were provided with a presentation on Lettings Policies in High Rise Block Buildings after which the Chairperson invited questions and comments from Members:

- Members asked what constituted a high rise block and were advised that it was above 4 floors, all Cardiff's blocks varied between 9 and 11 floors.
- Members asked if there were any concerns about fire risk in the blocks and if any works were needed. Officers explained that the blocks did not have the same type of cladding as Grenfell Tower, however all blocks were being checked with regards to fire breaks and sprinklers. There were no specific concerns.
- Members noted that 50% of 2 bedroom flats were in Whitchurch in the Hollybush estate, and asked if there had been any increase in general anti-social behaviour or child related anti-social behaviour. Officers advised that there had not been any rise in anti-social behaviour for either.
- Members noted that previously the Council had not let flats in high rise blocks to families with children, but had changed this policy based on legal advice. Members asked for further explanation on this. Officers explained that the Policy had been in place historically, and when they had looked into it they could find no reason why. They had taken legal advice from the Council's own housing solicitor and it was also stated that no other local authority had such a policy in place.

- Members asked if quality of life was taken into account, Officers stated that there simply was not enough housing, the high rise flats were in good locations, close to schools, parks and shops.
- The issue of difficulty in letting these flats previously was noted. Officers stated the people on top of the waiting lists were families and disabled people; they had previously had to go further down the waiting list to fill the flats; now there was a more balanced community mix in the high rise blocks.
- Members asked if there had been any consultation with the people that had lived in the blocks before the policy changed. Officers explained that they haven't gone back to ask them since, but there had been no issues raised.
- Members asked how Officers had addressed the concerns of those who were not supportive of the change in policy. Officers stated that they had addressed what issue they could, for example they were keeping to a density of under 40% with children.
- Members noted that families may have more children while living in the flats and asked how that 40% density could be monitored. Officers advised that currently the density was well under 40%, but they were using Housing Benefit records to monitor this currently. It was noted however that under Universal Credit this information would no longer be available to the Council.
- Members asked when the last risk assessment of high rise blocks was undertaken. Officers explained that they are all done at annually by the compliance team; the fire service also carry out checks and check the Council's own assessments too.

AGREED – That the Chairperson on behalf of the Committee writes to the Cabinet Member conveying the observations of the Committee when discussing the way forward.

### 35 : COUNCIL HOUSING VOIDS - 12 MONTH REVIEW

The Chairperson welcomed Jane Thomas (Assistant Director, Communities and Housing) and Ellen Curtis (Operational Manager, Landlord Services) to the meeting.

Members were provided with a presentation on Council Housing Voids – 12 Month Review after which the Chairperson invited questions and comments from Members:

- Members were pleased to see that all the recommendations from the Committee's Deep Dive into Voids had been addressed.
- Members noted that they had asked for surveys of tenants leaving properties within 6 months to be undertaken and asked if this had been done. Officers advised that they had looked at this, and there were no people leaving in that timescale, they were conducting exit surveys for all tenants leaving which was useful; people were generally satisfied but some issues had been raised.

- Members noted the move to the three contractors and asked what would happen in the interim. Officers advised that the current contractor was running down jobs and wasn't starting any new jobs, so before the new contracts start there would inevitably be a dip in performance in general voids.
- Members asked what the main reason was for a property becoming void and were advised that the main reason was Deaths at 40%, then people moving into care homes or to live with relatives and people buying their own homes.
- Members asked what the average rent was for a 2 or 3 bedroom house and were advised that it was just under £100 per week.
- Members sought more information on the customer care element of the new contracts and were advised that written into the new contract was a customer care specification which included things like contractors wearing uniforms, carrying ID, communicating with tenants and leaving a job clean and tidy. This included taking away any debris or rubbish from the job.
- Members asked if there had been a re-working of the Complaints Procedure and a framework for Performance Issues developed. Officers advised that the Complaints procedure had been assessed and refreshed. With regards to performance, this had been very specific, officers had sought private legal advice to ensure a robust and very clear process to make penalties/financial deductions if there was non-delivery/non-performance.
- Members noted the 65 day timescale to let a permanent residence and considered this was a long time. Members asked for some examples of the major works that are undertaken in this timescale. Officers explained that many tenants have been resident in a property for many years before they become void. Many tenants do not wish to have updated kitchens and bathrooms etc. as they do not want the disruption. When properties became void, works such as these are undertaken and properties are brought up to WHQS standards with work such as asbestos removal, flattening gardens etc. being undertaken. It was noted however that 25% of properties are quick turnarounds and that properties are always kept safe even if they haven't been modernised.

AGREED – That the Chairperson on behalf of the Committee writes to the Cabinet Member conveying the observations of the Committee when discussing the way forward.

### 36 : COMMITTEE BUSINESS

Members were advised that the report sets out a summary of the Committee's business since September 2017, which included an update on Correspondence sent and received, an updated Work Programme 2017/18, an update on the joint Inquiry into Drugs and Knife Crime in Cardiff; and an update from the Committee's Performance Panel.

RESOLVED: to note the report.

37 : DATE OF NEXT MEETING

The next meeting of the Community and Adult Services Scrutiny Committee is scheduled for 4.30pm on 17 January 2018.

***This document is available in Welsh / Mae'r ddogfen hon ar gael yn Gymraeg***



**CYNGOR CAERDYDD  
CARDIFF COUNCIL**

**COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE**

**17 JANUARY 2018**

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**PROCUREMENT OF DOMICILIARY CARE – PRE-DECISION SCRUTINY**

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**Purpose of Report**

1. This report provides the Committee with background information to enable Members to carry out pre-decision scrutiny of the draft cabinet report “Procurement of Domiciliary Care” prior to its consideration by the Cabinet at its meeting on the 18<sup>th</sup> January 2018. A copy of the draft Cabinet Report is attached at **Appendix 1**.

**Scope of Scrutiny**

2. The scope of this scrutiny is based on the report attached at **Appendix 1** and covers:
  - a. The proposed new model of commissioning domiciliary care services
  - b. The proposed recommendations.
3. The proposed new model of commissioning domiciliary care services covers all categories of service user groups in Cardiff, and therefore so does this scrutiny.
4. Members will have an opportunity to send comments, observations and recommendations to Cabinet in time for their consideration of this item.

**Background to Domiciliary Care in Cardiff**

5. ‘Domiciliary care’ is a generic term to cover the provision of care services in the home. It is used in Cardiff to describe services that are provided by the independent sector; the term ‘home care’ is used to describe domiciliary care that

is provided by the Council's in-house service. Domiciliary care contributes to enabling individuals to continue to live independent lives at home within their communities, which is a key aim of this Council and the Welsh Government.

6. The overall cost of domiciliary care is currently approximately £23.5 million per annum, with between 30,000- 35,000 hours of care commissioned per week for approximately 2,200 people.
7. In Cardiff, domiciliary care is currently commissioned and provided via a Dynamic Approved Provider List (DAPL), supported by an IT system (called Adam) that underpins the processes of procuring and managing domiciliary care packages. Each care package goes through a 'mini-tender' process where interested approved providers submit a bid containing their price and detailing how they will meet the client's outcomes. Mini-tenders are evaluated on price and quality, which are weighted 50/50, the quality element of which includes an evaluation of how the provider states that they will meet the client's outcomes.
8. Cardiff has a diverse domiciliary care provider sector. The report to Cabinet states that there are currently 70 domiciliary care providers registered on Cardiff's DAPL; this compares to 38 providers who were on the list when it first became active in November 2014. The report to Cabinet highlights, at points 15 -18, that there has been a decrease in the hourly rate, due to increased competition and capacity within the marketplace.
9. The following key issues have appeared in the national press as causing anxiety for domiciliary care providers: introduction of the National Living Wage for over 25s; minimum wage for under 25s; payment for all work related time, including the requirement to pay staff for travelling time; and auto-enrolment in pension schemes. In recognition of these financial pressures, the Council awarded a 2% increase on hourly rates for domiciliary care contracts in place on *adam* on or before 8 July 2015 and a price uplift of 3% to all of the contracts which were previously let under the Framework Agreement; these uplifts applied from 4 April 2016.

## Issues

10. The contracts for the DAPL and Adam IT system are due to expire on 3 November 2018. The report to Cabinet, attached at **Appendix 1**, states, at point 4, that *'The Council intends to enter into a new arrangement with providers for commissioning domiciliary care to become effective no later than 4<sup>th</sup> November 2018.'*
11. As part of the process of considering the new arrangements, the Council has consulted with providers to establish their views. Providers have reported that the current commissioning arrangements are *'proportionate, efficient and effective'* (point 20, Appendix 1) and that *'significant change to the current commissioning arrangements is neither needed or appropriate'* (point 27, Appendix 1). The report to Cabinet states that *'whilst the recommendation is to continue with the current overarching approach, the Council does expect to make some changes to the detail of how these arrangements operate'* (Point 27, Appendix 1). Points 32 and 37, Appendix 1, outline that these changes could be in relation to: mitigating the risks re future rates, capacity and market sustainability; and to creating flexibility to support different commissioning and delivery models, such as lots<sup>1</sup> or locality based provision.
12. The report to Cabinet highlights a number of risks associated with the end of the existing contracts and the mitigating actions that will be taken to manage these risks. These include: providers choosing not to join a new arrangement; and providers seeking to use a new arrangement to achieve higher rates of pay. The report states that the Council will ensure that *'where a change in provider is needed, the current provider and new provider work together to ensure the transition process is done in a safe way with the minimum of disruption to the service user'* (point 30, Appendix 1). The Legal Advice highlights that *'Consideration will need to be given to whether there are any TUPE implications, in particular if an existing provider chooses not to apply to join the new DAPL'* (point 52, Appendix 1).

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<sup>1</sup> Lots is the term used for a number of care packages, bundled together, normally because of specific, specialist needs e.g. specialist dementia care

13. The Cabinet Report attached at **Appendix 1** contains the following recommendations:

- a. *Authorise the proposed overarching approach to secure a new Dynamic Approved Provider List for domiciliary care services as further detailed in the body of the report; and*
- b. *Delegate authority to the Director of Social Services in consultation with the Cabinet Member for Social Care, Health and Wellbeing, the Section 151 Officer and the Director of Governance and Legal Services:*
  - 1) *To carry out all aspects of the procurement, without limitation to include*
    - I. *approving the establishment of a new Dynamic Accredited Provider List*
    - II. *approve the tender evaluation criteria to establish the dynamic accredited provider list*
    - III. *appointing new providers to the dynamic accredited provider list subsequent to them meeting the selection criteria as stated by the Council*
    - IV. *further delegate authority to award contracts that are required during the life of the dynamic accredited provider list, such further delegations to be in accordance with the Council's Scheme of Delegations*
    - V. *to deal with all associated matters*
  - 2) *To authorise any required procurement process to obtain the supporting technology required to support the dynamic accredited provider list, up to and including the award of contract.*

### **Previous Scrutiny**

14. In previous years, this Committee has undertaken several scrutinies relating to the commissioning of domiciliary care in Cardiff, including scrutiny of the Social Care Task Force proposals, the Expert Group report, and pre-decision scrutiny in March 2014 and May 2014 on the way forward with commissioning.

15. At their meeting on 7<sup>th</sup> May 2014, scrutinising the proposed Approved Provider List approach, Members made the following points:

- a. Members were pleased to hear that the aim of the proposed model was to drive up quality and not to drive down cost.
- b. Members were interested to understand the rationale behind the stated aim that the new system would be cost-neutral, particularly given the demand trends and the need to improve quality. We note the response that this hypothesis is based on providers becoming more efficient and on the new model covering more groups of service users.

16. In November 2016, Members carried out an in-depth scrutiny looking at market capacity and sustainability, contingency planning, ensuring quality provision and cost control. To inform this scrutiny, Members received evidence from the CSSIW and Older People's Commissioner for Wales and reviewed comparator information from across Wales. The letter resulting from this scrutiny is attached at **Appendix 2**.

## **Way Forward**

17. At this meeting, the following witnesses will be in attendance:

- a. Councillor Susan Elsmore (Cabinet Member for Social Care, Health and Well-being)
- b. Tony Young (Director of Social Services)
- c. Amanda Phillips (Assistant Director, Adult Social Services)
- d. Leon Goddard (Project Officer, Social Services).

18. Pre-decision scrutiny aims to inform the Cabinet's decisions by making evidence based recommendations. Scrutiny Members are advised to:

- i) look at the information provided in the report to Cabinet to see if this is sufficient to enable the Cabinet to make an informed decision;
- ii) check the financial implications section of the Cabinet report to be aware of the advice given;
- iii) check the legal implications section of the Cabinet report to be aware of the advice given;
- iv) check the recommendations to Cabinet to see if these are appropriate.

19. The Improvement and Development Agency (IDeA) have published a Members Guide to Procurement that contains the following relevant checklist questions for Members:<sup>2</sup>

### **Projects checklist**

- How will we know if users are satisfied?
- What service standards are we setting?
- What wider benefits will there be for the community?
- How are we addressing equalities?
- How is health and safety built in?
- Will we meet our sustainability objectives?
- Have staff been consulted?
- How will we control risk?
- Does this project affect anything else we are doing?
- What will happen if things change during the contract?
- What incentive is there to perform well?
  - How will we keep the service going if the contract fails?
- How are we going to monitor it?
- How will poor performance be tackled?
- Can we ensure that we learn lessons for next time?

### **Legal Implications**

20. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural

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<sup>2</sup> Members Guide to Procurement – IDeA – downloaded from their website week commencing 18<sup>th</sup> October 2010

requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

### **Financial Implications**

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

### **RECOMMENDATIONS**

It is recommended that the Committee:

- i. Consider the proposed draft report attached and whether it wishes to relay any comments or observations for inclusion in the consultation, for consideration by the Cabinet at its meeting on the 18 January 2018; and
- ii. Decide the way forward with regard to any further scrutiny of this issue.

**DAVINA FIORE**

**Director of Governance and Legal Services**

**11 JANUARY 2018**

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**THIS REPORT MUST BE ACCOMPANIED BY THE  
REPORT AUTHORISATION FORM 4.C.214**

**CARDIFF COUNCIL  
CYNGOR CAERDYDD**

**CABINET MEETING: 18<sup>th</sup> January 2017**

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**PROCUREMENT OF DOMICILIARY CARE**

**REPORT OF DIRECTOR OF SOCIAL SERVICES**

**AGENDA ITEM:**

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**PORTFOLIO:** Social Care, Health & Well-being (Councillor Susan Elsmore)

**Reason for this Report**

1. The reason for this report is to:
  - a. Update Cabinet on the current commissioning arrangements for domiciliary care
  - b. Seek Cabinet support to the proposed overarching approach to commissioning domiciliary care in the future

**Background**

2. The Council currently arranges domiciliary care packages using a specific methodology and IT platform. The methodology is known as a Dynamic Approved Provider List (DAPL), which is akin to a Dynamic Purchasing System (DPS). An IT supplier called ADAM (previously Matrix SCM) provides the end-to-end IT system that underpins the processes of procuring and managing domiciliary care packages. The cost of this process is approximately £190,000 per year.
3. The Council is approaching the end of two separate contractual arrangements, which are:
  - a. DAPL – This ends on 3<sup>rd</sup> November 2018. If the Council chooses to continue with this approach it must create a new DAPL, decide the terms and conditions for this contractual arrangement and seek agreement from providers to join the DAPL
  - b. Contract with ADAM – This ends on 3<sup>rd</sup> November 2018. If the Council chooses to continue with this type of arrangement it must agree a new contract with a supplier to provide the IT system to support the DAPL.
4. The Council intends to enter into a new arrangement with providers for commissioning domiciliary care to become effective no later than 4<sup>th</sup>

November 2018. In doing so, the Council can choose to take any of the following approaches:

- a. To fundamentally change its overarching approach to commissioning domiciliary care, moving away from the DAPL model
- b. To enter into overarching commissioning arrangements similar to those currently in place, by creating a new DAPL and extending the IT contract with ADAM
- c. To enter into overarching commissioning arrangements similar to those currently in place, by creating a new DAPL, but choosing a different supplier (not ADAM) to provide the IT system that supports the DAPL.

## **Issues**

### **Current approach to commissioning domiciliary care**

5. The DAPL consists of a group of domiciliary care providers that have demonstrated they meet the standards required by the Council and who have signed up to the Council's contractual terms and conditions. Any provider can join this DAPL at any point, providing they meet the criteria in relation to professional registration and service quality. When the Council wishes to procure a package of care for an individual, it does so under the terms and conditions of the DAPL.
6. The DAPL was implemented on 4<sup>th</sup> November 2014 on a four year contract.
7. Here is an overview of the process currently used to arrange a domiciliary care service:
  - a. Social workers provide the Brokerage Team with a completed assessment
  - b. Brokerage use this information to populate a pre-agreed and anonymous template
  - c. Brokerage post the completed template through an online portal (called 'SProc.net' and provided by ADAM), which can be viewed by any provider on the Council's DAPL
  - d. Providers on the DAPL that wish to take on this care package must provide information, by a specific deadline, to show how they will provide care to the person and the rate they will charge for this
  - e. The Council uses pre-agreed and publicised quality and cost criteria to evaluate offers and identify which provider will be asked to take on each package of care.
8. This particular approach is akin to a 'Dynamic Purchasing System', which is allowed for within the Public Contract Regulations 2015 (PCR 2015). It is a requirement of PCR 2015 that the process and communications should be completely electronic, and as stated above, the IT infrastructure that underpins the Council's DAPL is currently provided by ADAM.

9. The Council commissions between 30,000 – 35,000 hours of domiciliary care per week, for approximately 2,200 people. The annual cost of this provision is approximately £23.5m per year.

## **Impact of the current approach to commissioning domiciliary care**

### **Quality of service provision**

10. The Council has introduced a suite of effective measures that support the DAPL process to improve the quality of provision. The measure most crucial to the functioning of the DAPL process is the Provider Quality Scoring (PQS).
11. The PQS was designed with providers and combines a number of different elements relating to the quality of their care, to create a single score for each provider. These elements include; site visits and inspections (announced and unannounced), self-assessment returns and customer feedback.
12. All providers are given a PQS and when they submit an offer to take on a care package their PQS is combined with the rate they submit, to create a ranking for providers. The quality (i.e. PQS) and the cost (i.e. rate) are given an equal 50% weighting and the top ranked provider is awarded the care package.
13. The equal weighting for quality and cost demonstrates that Cardiff Council (unlike many other Local Authorities) do not simply place packages with the cheapest provider. To illustrate this, approximately 85% of new packages awarded in the last 12 months went to the bidder with the highest quality score.
14. The Directorate acknowledge the need to continue their efforts to maintain and improve quality in the domiciliary care sector, but believe that the current approach to commissioning care packages is ensuring that people are receiving high quality care.

### **Cost of care packages**

15. Following the introduction of the DAPL, initially there was an increase in the rates for new domiciliary care packages. However, this soon stabilised and the rate for new packages has since reduced. All the indications are that this is the result of increased competition and capacity within the marketplace. This is despite the significant financial pressure in the sector, especially in relation to staff (such as the introduction of the National Living Wage), which make up the majority of Provider's costs.
16. The information in 17 and 18 illustrates the reducing rates over the last few years.
17. Average rate per hour for **new** care packages commissioned in the month:

- a. December 2015 = £17.62
  - b. November 2017 = £15.79
  - c. This is an 11% decrease
18. Average rate per hour for **all spot** domiciliary care packages commissioned by the Council at the end of each month:
- a. November 2014 = £16.61
  - b. October 2017 = £15.62
  - c. This is a 6% decrease
19. The Directorate is confident that factors specific to the DAPL are delivering efficiencies that would not exist under other commissioning arrangements. These factors are:
- a. The increased competition for care packages – Providers are submitting competitive bids to secure care packages.
  - b. The transparency of the process – All of the commissioning processes used across the Council are transparent and fair. This is also true of the DAPL, but this approach gives providers visibility over; what their PQS is, why they have been given this score, how they can improve it and how this affects the likelihood of them being awarded new packages in the future. These factors provide additional assurance that the process is transparent and fair and prevent any perception to the contrary. Council officer's believe this has encouraged more providers to participate in the DAPL than may be the case with other arrangements.
  - c. The 'high-cost authorisation process' – The Council has conducted research in partnership with the market and relevant professional bodies to determine a upper threshold for bids. Where there is only one bid for a care package and this is higher than the upper threshold, these cases are referred to the Assistant Director – Adult Services. They are then evaluated on an individual basis, to judge if the rate is realistic when compared with the Care and Support requirements. Of the cases that come under this process, approximately 70% are approved and 30% are declined.  
As well as providing a check and balance for agreeing high rates, this process also creates an ongoing dialogue that helps providers understand what the Council considers to be a reasonable rate for certain care packages and helps the Council understand the cost pressures facing providers, especially for complex care packages.

### **Stability and sustainability of provision**

20. The Council's approach of using a DAPL has been generally well received by providers who have reported through the regular forums that they are comfortable that this is a proportionate, efficient and effective approach to commissioning care. The challenges affecting the domiciliary care market in Cardiff are no different to those across the UK and include; difficulties recruiting care workers, changes to legislation, rising business costs and a lack of capacity. However, the DAPL gives providers flexibility to respond to these challenges through the rates they bid.

21. The Directorate is confident that the current approach to commissioning care has contributed to a more dynamic and viable domiciliary care sector in Cardiff. There are currently 70 providers on the DAPL, which is more than the 38 that joined when the DAPL was introduced in November 2014 and more than at any point since then. The majority of these providers are proactively engaging with the DAPL.
22. For each care package submitted through the DAPL, there will typically be two to four providers submitting an offer to take this on, which is at the high end of what would be expected under any model. Packages are typically taken on at the first attempt (i.e. without having to be re-submitted through the DAPL) in 80% of cases. When the DAPL was first introduced this figure was as low as 40%.
23. Prior to the introduction of the DAPL, the Council procured care from a closed framework containing a limited number of providers. With a significant rise in demand year on year this placed a strain on the capacity of agencies and caused delays in placing packages of care.

### **Risks and mitigation**

24. The Council has positive working relationships with individual care providers and the sector as a whole. This is supported by clear and transparent ways of working, regular interaction and quarterly Provider Forum meetings. This provides a good platform for consultation with the sector and these channels have been used to establish provider's views on a number of areas covered by this report. As a result, the risks and mitigations set out in this section are based on feedback from the market and an understanding of the challenges they face.

### **Impact of changing domiciliary care commissioning arrangements**

25. The Directorate has received feedback from providers that the current arrangements are a good balance of keeping the market sustainable and competitive. Many providers have also commented positively on the level of care they are asked to take on and the flexibility to take on more or less packages, and to charge different rates, as they wish.
26. These arrangements have been in place for four years and providers have created internal structures and processes to work with them. Any significant change to these arrangements would require the 70+ providers on the DAPL to change how they operate to deal with any new commissioning arrangements. This would cause significant disruption to the Council and providers and is likely to result in some providers currently delivering care on behalf of Cardiff Council choosing not to join the new arrangement. Under these circumstances, the Council will have to find alternative provision for the service users these providers currently work with.
27. The views from provider's generally support the evidence set out in this document, that significant change to the current commissioning arrangements is neither needed nor appropriate. However, the Council

will review all aspects of the current commissioning arrangements and whilst the recommendation is to continue with the current overarching approach, the Council does expect to make some changes to the detail of how these arrangements operate.

### **Ending contracts for current care packages**

28. The creation of a new DAPL creates three specific issues, all of which put at risk the continuity of care for current service users. These issues are that:
  - a. When the current DAPL arrangement ends in November 2018, the contracts the Council has with each provider to deliver care to each service user also effectively end. At this stage, both the Council and providers can walk away from any or all of these contracts.
  - b. The dynamic nature of the care sector means there is ongoing change in terms of which providers work with Cardiff Council. As a result, the Council expects some providers that currently deliver care on our behalf not to join the new DAPL.
  - c. Providers may wish to join the new DAPL, but use this as an opportunity to seek higher rates of pay for some of the care packages they currently provide.
29. The Council will, wherever possible, ensure the continuity of care for service users. To support this approach, the Council is working with providers to understand which are considering the actions stated in 28 and to obtain confirmation from providers well before November 2018, that they wish to join the new DAPL. This will give certainty to all parties, including service users, and give time to resolve any concerns providers may have about the new DAPL.
30. In summary, the Council's approach to managing this risk is to:
  - a. Identify as early as possible where this could, or will, happen
  - b. Do all it can to avoid a situation where a new care provider has to be found for a current service user.
  - c. Ensure that were a change in provider is needed, the current provider and new provider work together to ensure the transition process is done in a safe way with the minimum of disruption to the service user.

### **Potential impact of future rates, capacity or market sustainability**

31. During the life of the current DAPL contract, the Council has taken a number of actions that have led to competitive rates for domiciliary care, alongside improved quality of care and a more sustainable market, as already set out in this report. However, the nature of the domiciliary care market is that there are many external factors that can have a negative impact on providers and commissioners, which cannot always be predicted or controlled. A recent example relates to the announcement of the National Living Wage, which caused significant challenges for the sector.

32. The Directorate believes that many aspects of the current commissioning arrangements mitigate this risk and that further changes to the DAPL could further reinforce this. Despite this mitigation, there remains a residual risk, but the Council will do what it can to work with providers to continue to minimise the likelihood of this occurring and the impact if it does.

**Cardiff Council could benefit from changing the approach to commissioning domiciliary care**

33. This report recommends that Cardiff Council continue to use a Dynamic Purchasing System type of arrangement beyond November 2018. This conclusion was reached following a detailed analysis of the current arrangements, which is set out throughout this report. It is also based on an analysis of the alternative approaches to commissioning domiciliary care and consideration of how well these would work in Cardiff.
34. The main alternative approach is a Framework. This was the approach used by Cardiff Council prior to the introduction of a DAPL in 2014. Therefore, we understand how the Framework approach works in Cardiff and the benefits and challenges it would bring.
35. The Directorate is clear in our view that we should continue with the DAPL approach, instead of moving to a Framework or any other commissioning arrangement.

**Cardiff Council may wish to change the approach to commissioning domiciliary care in the future**

36. The current status of the DAPL and ADAM contracts means that the Council is seeking to have new arrangements in place by the end of November 2018. The Directorate expects these new arrangements to be in place for up to six years. However, it is acknowledged that within social services and particularly within domiciliary care, circumstances may arise that require the Council to make significant changes to the way it commissions domiciliary care, prior to the expiry of any new contractual arrangements. This could be due to external factors (e.g. Funding or Policy) or internal factors (e.g. a wish to use a Locality Based Model for commissioning care). There will be two specific features of the new commissioning arrangements that mitigate and future proof these risks.
37. The first is to ensure that new arrangements create an infrastructure that has the flexibility to support different commissioning and delivery models. A specific example is that the new DAPL will allow the creation of different lots, making it straightforward to commission specialist provision from a small number of providers on the basis of a particular type of care (e.g. specialist dementia care or care focussed on supporting reablement) or the location of care packages (e.g. within specific areas of the city as part of a Locality Based Model).

38. The second approach is to ensure that the DAPL and the IT contract each have appropriate break clauses to allow the Council, if appropriate, to end either or both of these contractual arrangements.

#### **Local Member consultation (where appropriate)**

39. This report will be presented to Scrutiny on 17<sup>th</sup> January 2018. This will be for their early attention and consideration, with the commitment that the further detail about the new commissioning arrangements will be brought back to Scrutiny for further discussion later in 2018.

#### **Reason for Recommendations**

40. The reason for this recommendation is to ensure the continued provision of care for Citizens in Cardiff, as current contractual arrangements come to an end on 4<sup>th</sup> November 2018.

#### **Financial Implications**

41. The report recommends the continuation of the present model based on a Dynamic Approved Provider List (DAPL) supported by an IT system that underpins the processes of procuring and managing domiciliary care packages. The system itself currently costs c.£190,000 per annum with the cost of the domiciliary care provision within individual care packages being based on the requirements of the package and the prices offered by the care market through the DAPL. The overall cost of domiciliary care is currently £23.5 million per annum, the significance of the spend emphasising the need to ensure cost effectiveness within this process. The current system was implemented in November 2014. At first the level of demand and the availability of provision within the DAPL meant that prices rose reflecting the market conditions. More recently however, in the past year, prices have stabilised and begun to reduce as measures have been taken to increase the market supply, to improve processes and as a reflection of controls put in place by the Directorate. The report also identifies a number of other positive outcomes from the DAPL including stability and sustainability of provision and the ability to measure and improve quality of services.
42. The financial implications of continuing with the present model cannot be assessed with any accuracy as they are dependent on a range of factors, in particular the future relationship between supply and demand for domiciliary care provision. In that regard both the availability of services and the level of demand will need to continue to be managed if costs are to be controlled and cost effective services procured on behalf of the Council. Other factors which will also impact on the future cost of domiciliary care include the on-going impact of increases to the National Living Wage, changes to legacy cases from previous framework agreements and changes to the Council's approach to commissioning such as a move to a more locality based model. The costs associated with the system will be reviewed as part of any new contract arrangements.



**Legal Implications (including Equality Impact Assessment where appropriate)**

43. The proposed recommendation, put simply, is to authorise the proposed overarching approach to put in place a new Dynamic Approved Provider List, as set out in the report.
44. By way of background, the Council currently procures domiciliary care services via its Approved Provider List (“APL”). The term of the current APL is due to expire on 3 November 2018. The electronic software currently used to support the Council’s APL is provided by Adam (external provider) under contractual arrangements which are also due to expire in November 2018.

Proposed overarching approach

45. The proposed approach is to establish a dynamic accredited provider list under which the Council undertakes “mini” tenders so as to award individual contracts for domiciliary care services in relation to individuals who require the said services. The proposed Dynamic Accredited Provider List (DAPL) will encompass a two-stage process.
46. The first stage encompasses the appointment of providers to the DAPL. Subject to meeting the predetermined selection criteria (that is, criteria equivalent to the PQQ stage) any provider who requests to join the DAPL must be admitted to the DAPL. Unlike a framework agreement, providers may apply to join the DAPL at any point during the lifetime of the DAPL.
47. During the second stage, as and when an individual requirement arises, a tender (this is equivalent to a “mini tender” stage under a framework agreement) will be carried out reflecting the particular requirements of the individual(s) concerned, with such tender to be assessed using MEAT (the most economically advantageous tender) and sub criteria.
48. The recommendation provides that the development of the criteria at both stages, that is, at the selection stage (first stage) and the “mini” tender stage (second stage) will be matters for the Director in consultation with others.
49. In terms of procurement law, the services concerned (domiciliary care services), being classified as Schedule 3 services under the Public Contracts Regulations 2015 (“the Regulations”), fall under the so called Light Touch Regime. This means that the set requirements with regard to procurement procedures (e.g. the Open procedure, Restricted, Competitive Dialogue and Dynamic Purchasing System) do not have to be followed to the letter of the Regulations. However, the Council is required to comply with certain requirements (including advertising in the OJEU) and the EC Treaty based principles of transparency and non-discrimination and proportionality, and certain procurement regulations which require the Council to ensure that the process is open, transparent, and non-discriminatory. To that end, it is proposed that the Council will

adopt a hybrid model which will contain elements of the Restricted procedure and elements of the DPS procedure and which will be designed to meet the EC Treaty based principles and those procurement regulations which relate to the Light Touch Regime. It is important that detailed legal advice is sought on the detail of the procurement as it is developed and, to that end, Legal Services are a member of the project team.

50. Given the nature of the proposed DAPL arrangement, the proposed approach does not give any certainty as to price (as with a framework agreement) with the price being ascertained at each “mini” tender stage. This is a risk with the proposed model. Accordingly, the proposed model should be set up on the basis that the Council is not granting any exclusivity for the services to the providers appointed to the DAPL and that the Council is entitled to enter into other arrangements in respect of individual packages of domiciliary care that it may require. It should also be appreciated that those providers appointed to the DAPL will not be obliged to submit a response to a mini tender requirement. That said, one would not expect a provider to apply to go onto the DAPL if it was not interested in mini tendering for work. This is raised because there may be particular cases (e.g. complex needs) where the market may not respond or may respond with much increased prices to reflect the complexities of individual cases.
51. Reference is also made in the body of the report to the use of technology to support the model. Legal advice should be sought on any IT related acquisitions and consideration will need to be given to the integration of the technology with the Council’s software systems.
52. Legal Services understands that with regard to those service users currently receiving a service from a provider, and then provided that the provider meets the selection criteria then the arrangements will continue to be provided by the same provider in order to ensure continuity of care. Consideration will need to be given to whether there are any TUPE implications, in particular if an existing provider chooses not to apply to join the new DAPL.

#### Equality duty

53. 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 and (i) Religion or belief – including lack of belief.
54. Consideration should be given as to whether an equalities impact assessment (EQIA) is required, (including an updated assessment if

there has been a time lapse since the assessment was carried out), to ensure that the Council has understood the potential impacts of the proposed decision in terms of its public sector equality duty.

55. The decision maker should also have regard when making its decision to the Council's wider obligations under the Social Services and Wellbeing (Wales) Act 2014 and The Wellbeing of Future Generations (Wales) Act 2015. In brief, both acts make provision with regards promoting / improving wellbeing.

### **HR Implications**

56. None

### **RECOMMENDATIONS**

57. The Cabinet is recommended to:
- a. Authorise the proposed overarching approach to secure a new Dynamic Approved Provider List for domiciliary care services as further detailed in the body of the report; and
  - b. Delegate authority to the Director of Social Services in consultation with the Cabinet Member for Social Care, Health and Well-being, the Section 151 Officer and the Director of Governance and Legal Services:
    - 1) To carry out all aspects of the procurement, without limitation to include:
      - i. approving the establishment of a new Dynamic Accredited Provider List
      - ii. approve the tender evaluation criteria to establish the dynamic accredited provider list
      - iii. appointing new providers to the dynamic accredited provider list subsequent to them meeting the selection criteria as stated by the Council
      - iv. further delegate authority to award contracts that are required during the life of the dynamic accredited provider list, such further delegations to be in accordance with the Council's Scheme of Delegations
      - v. to deal with all associated matters;
    - 2) To authorise any required procurement process to obtain the supporting technology required to support the dynamic accredited provider list, up to and including the award of contract.

**Tony Young**  
**9<sup>th</sup> January 2018**

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My Ref: Scrutiny/Correspondence/Cllr McGarry

9 November 2016

Councillor Susan Elsmore  
Cabinet Member  
c/o Room 520  
County Hall  
Cardiff  
CF10 4UW



Dear Susan

### **Community & Adult Services Scrutiny Committee – 2 November 2016**

On behalf of the Members of the Community & Adult Services Scrutiny Committee, I would like to thank you, John Cushen and Phil Harding (Cardiff and Vale Parents Federation), Kirsty Best (Absolute Care), Huw Owen (Bluebird Care, Cardiff South), David Francis and Bernard McDonald (CSSIW) and officers for attending for Agenda Item 5 Domiciliary Care; a separate letter has already been sent regarding Agenda Item 6, Building Maintenance Framework.

At the end of the meeting, Members asked me to write to you with the following observations, comments and recommendations which we hope will be of benefit to you and all partners in taking forward work to improve the situation regarding Domiciliary Care in Cardiff.

An overarching message that came out of this scrutiny is the clear willingness from all parties to work together constructively to address fragility in the domiciliary care market and develop solutions that work for Cardiff; Members commend all for their willingness to do so which can only be to the benefit of our vulnerable citizens.

Our scrutiny focused on four main areas (capacity, sustainability and contingency; quality; cost control; and future arrangements) and this letter is structured accordingly.

Members were interested to explore with witnesses the key issues in Cardiff with regard to capacity and sustainability in the domiciliary care market. Members remember the hopes expressed previously that the matrix/ *adam* system would help increase capacity and sustainability. Members note that *adam* has been useful in increasing transparency; however, capacity remains an issue. Witnesses concurred that the main issue affecting capacity in Cardiff is the ability to recruit and retain good quality, reliable staff; Members note the linkages between these issues and the fact that care workers receive low pay.

Members can see that efforts are being made to address capacity and sustainability, for example via the planned Carers Campaign and the Locality Working pilot, and we applaud the willingness to try to make a difference. However, we are concerned that these will not be sufficient to address the capacity issues whilst the overall landscape remains the same; there are inherent flaws in the system, which lead to capacity issues

and a consequent lack of resilience. Members agree that a re-imagining of the Health and Social Care system is required, which transfers savings made in Health to meet costs borne in Social Care. Members were pleased to hear that the Regional Partnership Board is working on these issues and therefore **Members request** that more information on this is supplied with our committee papers for the planned scrutiny of the regional integration work, currently scheduled for consideration at Committee in January 2017.

Members were pleased to hear David Francis state that timely care plan reviews are a critical part of ensuring capacity and sustainability in domiciliary care; this echoes our frequent observations that timely reviews are essential. Members are aware of efforts made in the last year to improve performance in this area and we plan to keep an eye on this via our Performance and Budget Monitoring Panel.

Members recognise that contingency systems are in place and that the market has, thus far, responded positively by stepping in at short notice to provide care when providers cease operating. However, Members recognise that this remains a key risk for the Council, given the current landscape.

With regard to improving quality, Members note the evidence supplied about how the 50% quality element of *adam* is constituted, including the 10% based on how a provider will meet the desired outcomes required for the client. Members note that there is now agreement from all providers to assess the 10% regarding outcomes after 4-6 weeks as part of the review process. Members have some concerns about this and therefore **Members request** a briefing note on this element that particularly answers the following: if the providers approach to delivering desired outcomes is not assessed until the 4-6 week review, how can the Council be assured that the provider will meet the needs of the client in the first 4-6 weeks? What mechanisms will be in place to ensure the assessment of outcomes?

Also in connection with quality, Members were pleased to hear the Assistant Director of Adult Social Services, Amanda Phillips, state that the aim is to eliminate 15 minute visits and that robust contract monitoring is in place to ensure that quality cannot be compromised. Members agree that visits less than 30 minutes should be the exception and that the Council should be able to clearly demonstrate that these visits meet the needs of the client. Members would like to know how many clients receive visits that are scheduled to be less than 30 minutes; therefore **Members request** that this information be provided for 2016/17 thus far, along with the overall number of clients receiving visits.

Members note that a pressure bid has been submitted for 2017/18 for additional monies to meet the rising demographic need for domiciliary care. In the meantime, Members note that the Assistant Director of Adult Social Services, Amanda Phillips, is checking high cost packages as one of the cost control mechanisms and that discussions are underway with providers about whether to amend the *adam* system to allow providers to make one bid per care package. Members request that they be provided with an update on this if the current system of multiple bids is amended.

Members were interested to hear from the Cardiff and Vale Parents Federation and the providers present that it was not uncommon for clients to have to 'top-up' Direct Payments to meet the fees charged. At the meeting Members were informed that the Council's Direct Payments level is £11.96 per hour, whereas the fees charged by some providers are £17.50 per hour for some double handed care cases, and £14.96 per hour for a less complex care package. Members also heard that, for a week's respite care for

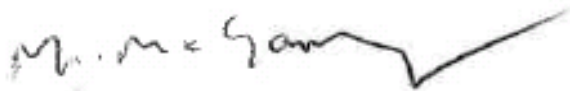
their adult son, one parent pays a top-up of £80-£90 per week. Members note this evidence.

With regard to future arrangements, Members note that the *adam* license expires in November 2018 and that work is underway to develop a sustainable model, albeit that there is no one silver bullet that can resolve the flaws in the current system. **Members recommend** that parents and carers are brought into the conversation about future models at an early stage to ensure that their views, experiences and expertise can inform the development of an appropriate model for Cardiff.

Finally, Members were very interested in the findings of the CSSIW National Review of Domiciliary Care in Wales and in the local authority specific reports. **Members request** a copy of the action plan developed to respond to the issues raised by the CSSIW in relation to Cardiff.

Thank you again to all for attending the meeting and contributing to our scrutiny. We look forward to your response to our recommendations and requests and wish you all the best in their efforts to strengthen and improve domiciliary care in Cardiff.

Yours sincerely,



**COUNTY COUNCILLOR MARY M<sup>C</sup>GARRY**

**Chairperson - Community & Adult Services Scrutiny Committee**

Cc:	John Cushen	Cardiff & Vale Parents Federation
	Phil Harding	Cardiff & Vale Parents Federation
	Kirsty Best	Absolute Care
	Huw Owen	Bluebird Care (Cardiff South)
	David Francis	CSSIW
	Bernard McDonald	CSSIW
	Tony Young	Director of Social Services
	Amanda Phillips	Assistant Director, Adult Social Services
	Paula Angel	Personal Assistant
	Matt Swindell	Cabinet Office

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**CYNGOR CAERDYDD  
CARDIFF COUNCIL**

**COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE**

**17 JANUARY 2018**

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**DRAFT SUPPORTING PEOPLE LOCAL DELIVERY PLAN –  
PRE-DECISION SCRUTINY**

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**Purpose of Report**

1. This report provides the Committee with background information to enable Members to carry out pre-decision scrutiny of the draft cabinet report “Supporting People Local Delivery Plan” prior to its consideration by the Cabinet at its meeting on the 18<sup>th</sup> January 2018.
  
2. A copy of the draft Cabinet Report is attached at **Appendix 1**, which in turn contains:
  - Appendix A - Supporting People Delivery and Spend Plan
  - Appendix B - Breakdown of current provision
  - Appendix C - Report on Consultation
  - Appendix D - Equality Impact Assessment (Supporting People Local Commissioning Plan - 2018/19)
  - Appendix E - Equality Impact Assessment (Young Persons Services)

**Background**

3. The Supporting People Programme provides housing related support services to some of the most vulnerable people in the city. Services include homeless hostels, domestic violence refuges, supported accommodation, floating support provided in the clients own home, community alarm, and warden services.

4. The Welsh Government require the Council to produce a spend plan each year to set out the way in which the grant funding is used. The programme is overseen by the Cardiff and Vale Regional Collaborative Committee which produces a Regional Commissioning Plan each year.

### **Previous Scrutiny**

5. In September 2016 the Committee considered a draft report to Cabinet entitled 'Advice and Support Recommissioning, which highlighted that with regard to floating support, the funding comes from the Government's Supporting People grant, which has been cut over the last few years. Local authorities have been advised to plan for further funding cuts in 2017/18, of between 5%-10%. Previous scrutiny by this Committee of the Supporting People Local Commissioning Plan highlighted that the Council was working with providers to see how best to achieve the cuts and that it was likely that there would be reductions in floating support. In 2016/17, there has been some realignment to better reflect the need to provide preventative services, particularly for Older People, such as Community Alarm, as well as to provide more 24 hour supported living for younger people, which was a Corporate Plan commitment last year.
6. In February 2017 during the scrutiny of the draft Budget proposals the Members noted that the budget for 2017/18 remains unchanged from 2015/16 at £16.2M but that there has been some realignment to afford more monies to tackle rough sleeping and homelessness.

### **Issues**

7. The report also sets out proposed Supporting People Delivery Plan, including the 2018/19 Spend plan is at **Appendix A**. This sets out the priorities for Cardiff's Supporting People Programme over the coming year. The major changes to spend are set out below:
  - Women at risk of domestic abuse
  - Older Persons Support and Alarm Service

- Homelessness Prevention Project
  - Homelessness Support Service
  - Youth mentoring
8. The report also includes a progress update on the recommissioning of Accommodation and support services (Paragraph 19) together with the Recommissioning of Accommodation and support services for young people (Paragraph 29), which includes:
- Commissioning Proposals
  - Timescale for recommissioning
  - Consultation
9. The report recommends to Cabinet that it:
- Approve the Supporting People Local Delivery and Spend Plan as set out at **Appendix A**.
  - Note the progress in recommissioning phase one services and agree the revised approach to older persons floating support services.
  - Agree the proposed overarching approach to recommissioning of accommodation and support services for young people as set out in the body of the report.
  - Delegate authority to the Director of Communities, Housing and Customer Services in consultation with the Cabinet Member for Housing and Communities), the Council's Section 151 Officer, Director of Social Services and the Director of Law and Governance to deal with all aspects of the recommissioning of accommodation and support services for young people as set out in the body of the report, up to and including the award of contracts, and all ancillary matters pertaining to the same.
  - Note that it is intended to submit further reports to Cabinet to seek authorisation to commence the procurement processes for those remaining services to be recommissioned as part of phases 2, and the phase 3 services, as and when the detailed procurement strategies are developed.

## **Way Forward**

10. At this meeting, the following witnesses will be in attendance:

- i) Councillor Lynda Thorne (Cabinet Member for Housing and Communities)
- ii) Sarah McGill (Director of Communities, Housing & Customer Service)

11. Pre-decision scrutiny aims to inform the Cabinet's decisions by making evidence based recommendations. Scrutiny Members are advised to:

- i) look at the information provided in the report to Cabinet to see if this is sufficient to enable the Cabinet to make an informed decision;
- ii) check the financial implications section of the Cabinet report to be aware of the advice given;
- iii) check the legal implications section of the Cabinet report to be aware of the advice given;
- iv) check the recommendations to Cabinet to see if these are appropriate.

12. Members will then be able to decide what comments, observations or recommendations they wish to pass on to the Cabinet for their consideration prior to making their decisions.

## **Legal Implications**

13. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with

the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

## **Financial Implications**

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

## **RECOMMENDATIONS**

It is recommended that the Committee:

- i. Consider the proposed draft report attached and whether it wishes to relay any comments or observations for inclusion in the consultation, for consideration by the Cabinet at its meeting on the 18 January 2018; and
- ii. Decide the way forward with regard to any further scrutiny of this issue.

**DAVINA FIORE**

**Director of Governance and Legal Services**

**11 JANUARY 2018**

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**CITY OF CARDIFF COUNCIL  
CYNGOR DINAS CAERDYDD**

**CABINET MEETING: 18<sup>th</sup> JANUARY 2018**

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**SUPPORTING PEOPLE LOCAL DELIVERY PLAN**

**REPORT OF DIRECTOR COMMUNITIES, HOUSING &  
CUSTOMER SERVICE**

**AGENDA ITEM:**

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**PORTFOLIO: HOUSING AND COMMUNITIES (COUNCILLOR LYNDA  
THORNE)**

**Reason for this Report**

1. To seek approval for the Supporting People Local Delivery and Spend Plan 2018/2019.
2. To update Cabinet on the progress made on the recommissioning of Accommodation and Support services.
3. To agree the proposed revised approach to older persons floating support services.
4. To agree the proposed overarching approach to the recommissioning of accommodation and support services for young people.

**Background**

5. The Supporting People Programme provides housing related support services to some of the most vulnerable people in the city. Services include homeless hostels, domestic violence refuges, supported accommodation, floating support provided in the clients own home, community alarm and warden services.
6. The programme is funded through Welsh Government Grant. Cardiff's allocation has remained at £16.2m since 2015/16 and this is anticipated to be the same for 2018/19.
7. The programme plays a significant part in preventing homelessness by providing people with the support they need to live independently in their own homes. Early intervention through the programme can also reduce demand on other services such as health and social services.

8. The Welsh Government require the Council to produce a spend plan each year to set out the way in which the grant funding is used. The programme is overseen by the Cardiff and Vale Regional Collaborative Committee which produces a Regional Commissioning Plan each year.
9. It is important to note that one of the key principles of the Supporting People Commissioning approach is to bring together a range of discrete funding streams so that they are aligned to achieve a set of common outcomes. Through this approach it is intended that the Council will achieve:
  - Improved outcomes for individuals and families
  - A more simplified approach for those in need to access the right services
  - Reduced management and administration costs
  - Reduced duplication
  - Increased transparency
10. In 2016 Cabinet agreed a phased approach to the recommissioning of services and this report contains an update on progress in this area. It is proposed that contracts which have not been recommissioned by 31 March 2018 will be extended for a further 12 months.

## Issues

### The Supporting People Delivery and Spend Plan for 2018/19

11. The proposed Supporting People Delivery Plan, including the 2018/19 Spend plan is at **Appendix A**. This sets out the priorities for Cardiff's Supporting People Programme over the coming year. The major changes to spend are set out below:
12. **Women at risk of domestic abuse** – Spend in this area is expected to increase to reflect the need to carry out more preventative work. Previously services focused only on victims at medium or high risk of abuse. Intervening at an early stage while risk is lower could prevent abuse from escalating and is in line with new legislation. A service for standard risk victims has been built into the new Gender Specific services which are currently being recommissioned.
13. Following consultation with victims of domestic abuse a modification was made to the approach initially proposed and services for Male victims will now be recommissioned separately. Services for male victims are being considered on a regional basis and will be the subject of a future report.
14. **Older Persons Support and Alarm services** - Spend on older persons support services are expected to decrease, the reasons for this are outlined in more detail in paragraphs 24 to 28. Spend on alarms will also reduce following changes to bring these in line with the grant terms and conditions that *'funding for alarm services should cover the emergency*



*alarm element only and this should only be for those with an identified need.'*

15. **Homelessness Prevention Projects** – in 2017/18 a grant programme was supported to allow third sector organisations to bring forward innovative proposals for new ways of working. These included:
  - The Compass Project – intensive support for those who are entrenched rough sleepers or who experience a revolving cycle of frontline accommodation, prison, mental health rehabilitation, hospital and rough sleeping.
  - Housing First Project – providing mainstream accommodation for rough sleepers; with flexible support for as long as it is needed
  - Cardiff Solutions Project - aims to provide assistance to individuals who do not wish to access services through more formal settings by using the Wallich Night Shelter.
  - Ty Tarian - provides homeless women who are being exploited or who are at risk of exploitation to access to secure, female-only hostel accommodation with 24 hour support.
16. The number of rough sleepers in Cardiff has been increasing over recent years. The projects above, as well as the expansion of the Council's own Outreach service, have been developed to encourage rough sleepers to engage with services. Early indications from these projects suggest progress is being made and it is our intention to continue funding these projects for 2018/19.
17. **Homelessness Support Service** – Operated by the Council's Housing Options service, working to prevent and address homelessness by assisting families and vulnerable individuals to prepare for, access and relocate to accommodation in the private rented sector.
18. **Youth Mentoring** - This Council provided service will enhance the new Employment Service due to commence in April, assisting young people who are furthest from the workplace to resolve any issues which are preventing them from accessing employment or training. This service will link closely with Youth Services and Careers Wales to target the most vulnerable including young people in supported accommodation. Given the growing impact of the welfare reform changes on young people, returning to work is an important route out of poverty and homelessness.

### **Recommissioning of Accommodation and Support Services**

19. On 15 September 2016 the Advice and Support Recommissioning Cabinet Report set out a proposed approach to recommissioning of services. At that time there were 38 contracts, delivered by 32 third sector providers and it was accepted that the recommissioning of these complex and essential services should be carried out in a phased way. The phased recommissioning plan is set out below:

<b>Accommodation &amp; Support Services - Three Phase Commissioning Plan</b>	
<b>Phase 1</b>	<p>Generic Floating Support services</p> <p>Older Persons Floating Support services</p> <p>All Gender Specific services (including domestic abuse)</p> <p>Advice Services</p>
<b>Phase 2</b>	<p>Supported Housing</p> <p>Specialist Floating Support services (includes substance misuse, mental health, young persons and refugees.)</p> <p>Other specialist support (includes learning disabilities and physical disabilities.</p>
<b>Phase 3</b>	Homeless Hostels

20. A joined up approach has been taken to recommissioning services, working across departmental and grant funding boundaries to commission comprehensive services for clients. It is important to ensure that there is effective alignment of services and that duplication is avoided. This approach is fully in line with the Funding Flexibilities project that Cardiff is to pilot on behalf of the Welsh Government over the coming year.

#### **Update on Progress to Date**

21. Both the Advice Services and Generic Floating Support recommissioning projects have been completed and have resulted in efficiencies being made. The Generic Floating Support recommissioning in particular released considerable savings while reducing the number of contracts and streamlining administration. Savings to the Supporting People grant released from this process have been reinvested in projects to relieve homelessness and rough sleeping as outlined above.
22. The approach to the recommissioning of Gender Specific services was set out in the previous cabinet report. This recommissioning project brings together a number of funding streams to deliver a comprehensive service including one stop shop, refuge, supported accommodation and community based support. The service will assist women and their children who are affected by violence, domestic abuse and sexual violence. Services for male victims are being considered on a regional basis and will be the subject of a future report.
23. Much work was undertaken to develop a detailed specification for these services in partnership with Childrens Services, Flying Start, South Wales Police, the Police and Crime Commissioners office. Welsh Women's Aid assisted with the specification and with obtaining feedback from victims of abuse. The procurement process commenced in October

2017 and is ongoing. It is expected that the newly recommissioned contract (once awarded) will commence in April 2018.

### **Older People**

24. Welsh Government guidance requires a move away from support based on tenure towards a service based on need; for example it is no longer possible to fund a warden support service to all residents of sheltered accommodation just by virtue of being a resident. Many social landlords, including the Council, have implemented this change already and the remainder will have done so by the end of this year. Many social landlords have retained their scheme manager/warden funded through rental income, minimising the impact to tenants.
25. As a result of this change the number of contracts for older persons' accommodation based support had reduced. As a contingency arrangement capacity within older persons floating support services was increased however this additional capacity has not been used and demand for this service is low with only 18 older people receiving a service at present.
26. The Council's development of the Independent Living Service has brought better co-ordination of services, addressing the needs of older persons living in the community. The service provides help to access a wide range of support such as advice on benefits, grants, disabled adaptations, home energy efficiency and support to avoid social isolation. The further development of the service will include support for older people leaving hospital and low level support to help people live independently.
27. The service provided by the Independent Living Service together with the capacity that exists within the Generic Floating Support contract provision mean that it is no longer necessary to commission a specific older persons floating support service. It is therefore proposed to cease funding for the current older persons floating support service during 2018/19. To ensure that no older person is left without the support they need, each current client of the service will have their support needs reviewed by Independent Living Officers, a holistic approach will be taken ensuring that the full needs are met by appropriate alternative provision.
28. Contracts for housing related support services funded by Supporting People within Extra care schemes will continue. Extra care schemes provide the opportunity for people with significant care needs to live as active and independent lives as possible, living in their own homes with support tailored to their individual needs providing a real alternative to residential care.

### **Recommissioning of Accommodation and Support services for Young People**

29. Phase two of the accommodation and support commissioning plan includes the recommissioning of supported accommodation and

specialist floating support services. This type of support makes up a significant part of the Supporting People Programme and supports some of the most vulnerable clients such as those with mental health and substance misuse issues and young people.

30. To ensure that the recommissioning process was client focused this phase has been further broken down with the initial focus on services for young people. This focus has allowed a joined up approach to be taken to commissioning which is a natural next step for the joint working partnership that has already been established between Housing and Childrens Services to address the need of this client group.
31. In October 2015 the Council established a Young Person's Gateway to manage accommodation and support services for young people. Previously services for homeless young people operated separately from services for 'looked after children'.
32. Housing options officers, social workers and support workers from Llamau, a third sector organisation, are now co-located within the Gateway, which is located in Charles Street. When a young person presents as homeless to the Gateway assessments can be carried out of the young persons need and the Council's duties both under Childrens and Homelessness legislation. Appropriate mediation takes place to prevent homelessness but where this is not possible the young person has access to a range of supported accommodation.
33. Since the establishment of the Gateway the mediation work to prevent homelessness has had a positive outcome in over 55% of cases and more than 550 young people have been housed without use of bed and breakfast accommodation. The Gateway has demonstrated the benefits of operating services in a joined-up way, using different funding streams to create clear support pathways to assist vulnerable people towards independence. This approach has been recognised as good practice by the Welsh Government.
34. More recently the possibility of developing a One Stop Shop for young people has been considered. This could bring together the work already carried out at the Gateway with the Youth Service's mentoring provision available at Grassroots, also in Charles Street, to develop a comprehensive service for young people. By combining this existing provision and incorporating other services such as money advice, into work and health services under one roof, this could provide a complete service for young people needing advice. This approach would bring Cardiff very much in line with good practice in this area as set out in the Positive Pathway. If it is not possible to develop the One Stop Shop services will continue as currently in their separate locations.
35. The services to be recommissioned externally as part of the current phased process are as follows:
  - Housing Advice, Family Mediation and Homelessness Prevention Service

- Accommodation for Young People – Emergency Accommodation; Hostel Accommodation; Supported Accommodation
  - Move On Support and Tenancy Rescue - Housing Related Floating Support, Homelessness Prevention Support; Support for young people moving into Training Tenancies and help to access private rented accommodation.
36. It is proposed that the recommissioned service will contain an option to purchase services for very high risk young people, and to deliver a supported lodging service.
37. It is anticipated that the recommissioning project will replace 17 existing contracts, see Appendix B. The current cost of these projects is £4.1 million per annum, made up of £1.5 million Childrens Services funding, £2.5 million Supporting People funding and £104,852 Families First funding.
38. This current complex arrangement of providers and contracts increases administration, hampers effective contract and quality management, and prevents economies of scale being achieved. In the current economic climate, with reductions in funding likely and increased pressure on resources, continuing with smaller contracts is neither practical nor sustainable.
39. Fewer contracts for the services would not only resolve the issues outlined above but would also allow a more joined up approach to be taken with young people moving seamlessly through a clear pathway of services towards independence. There would be greater flexibility to respond to individual need and to change services as demand changes over time.

### **Commissioning Proposal**

40. It is anticipated that two contracts for Accommodation and Support for Young people will be commissioned; each contract to include both supported accommodation and floating support, one contract will include the initial advice and mediation at the one stop shop. Consultation is ongoing with both providers and young people and this will inform the design of the new services.
41. Tenders would be welcome from all bidders, including single providers; consortia or lead providers with subcontractors. To encourage co-operation between existing and potential providers two sessions have been held by Cardiff Third Sector Council (C3SC). These sessions have provided networking opportunities for providers and advice on forming consortia (should any bidders wish to bid on a consortium basis).
42. The proposed contracts would be for an initial fixed period of 3 years with an option to extend, provided that the contract term did not exceed 7 years in total. This will give the provider the certainty of a longer contract while retaining flexibility to allow for future change.

43. The contract will include the ability to amend the terms should funding decrease or following a change in legislation or demand. There will also be the scope to increase services should additional funds become available or should demand increase.
44. A detailed specification will be developed using the feedback from both providers and service users and informed by the Positive Pathway model and learning from other authorities.
45. Quality criteria will be a significant part of the specification and the assessment process, focusing on the outcomes for Young People. It is envisaged that quality will have higher weighting than price in the assessment.

### **Timescale for recommissioning**

46. It is anticipated that the procurement process for Accommodation and Support services for Young People will commence in early 2018, with the aim of having new contracts in place by April 2019.

### **Consultation**

47. Two consultation workshops with current and potential providers took place in October and December 2017. Providers fed back that mother and baby accommodation should not be commissioned alongside services for young people as this was a specialist area. The proposals were amended to remove this provision which will be recommissioned at a later date. Providers also regarded one large contract as too high risk for both Council and providers, this was accepted and therefore 2 contracts are proposed. A third consultation workshop is planned for early 2018; comments from providers will help inform the detailed specification.
48. A service user consultation event also took place in November 2017 attended by young people from either a care background or who had been accepted as homeless. In addition a questionnaire asking young people about their experiences of supported accommodation and how the service could be improved has been completed by approximately 100 people to date. Feedback will be used to inform the specification and it is proposed to continue to involve young people throughout the procurement process.
49. A report of the findings of the consultation to date can be found at Appendix C.
50. The report was subject to pre-decision scrutiny on the 17th January 2018 and the views of Community and Adult Services Scrutiny Committee will be available to Cabinet.

## **Reason for Recommendations**

51. To agree the arrangements for the Supporting People Programme and contractual arrangements for 2018/19 and to agree the approach to the next stage in the recommissioning process.

## **Financial Implications**

52. The report seeks approval for the 2018/19 Supporting People Spend Plan, provides an update on the progress of recommissioning and proposes a revised approach to older persons floating support. The spend plan is fully funded by the indicative SPPG funding, while this funding covers the previous recommissioning and older persons schemes.
53. The report also includes details of the recommissioning strategy regarding the procurement of accommodation and support services for young people. The current cost of these services is approximately £4.1m. Funding for the proposed contract comes from a combination of Welsh Government grant funding (SPPG & Families First) and Council funding through Children's Services. As in current contracts, it is important that there remains an option to amend contract prices if there are subsequent changes in the level of grant the Council receives, both in 2018/19 and future years.
54. Any Children's Services base budget savings resulting from this recommissioning will contribute towards future budget savings targets for the Directorate.
55. Cardiff's grant funding for the Supporting People Programme Grant (SPPG) in 2017/18 totals £16,267,470. Early indications from the Welsh Government are that SPPG funding will remain at current levels in 2018/19. Although the Council has been provided with an indicative funding total for 2018/19, formal Welsh Government confirmation of actual grant funding allocations has yet to be received. To mitigate this uncertainty over the final grant allocation, funding commitments contained in this report should be considered as draft.
56. The SPPG grant conditions require that financial commitments are only entered into where there has been approval from the Regional Collaborative Committee and the Welsh Government, with Spend Plans detailing expenditure commitments submitted by the Council. These spend plans will continue to require some degree of flexibility in dealing with any uncertainty over future funding allocations.

## **Legal Implications**

57. The proposed recommendations numbered 1 and 2 do not raise any direct legal implications.

58. With regards to the third recommendation, the proposal is, put simply, to authorise the proposed overarching approach to the procurement of accommodation and support services for young people. It is noted that such services fall within phase 2 of the Supporting People Programme phased recommissioning strategy.
59. The proposal is to carry out a competitive tender in order to award two contracts, such contracts to have a proposed fixed term of three years with an option to extend for up to four further years and to commence by April 2019. The estimated value of the proposed contracts is considerable (circa £4.1million per annum).
60. The services concerned fall under Schedule 3 of the Public Contracts Regulations 2015 (“the Regulations”) and accordingly are subject to the so called Light Touch Regime. What this means is that when procuring these services the Council should comply with the mandatory requirements set out in the Light Touch Regime (Regulations 74-77). In particular, advertise the contract notice in OJEU, conduct the procurement in conformance with the information provided in the OJEU advert, set procurement time limits which are reasonable and proportionate to the services/procurement in question, comply with the EC Treaty based principles of transparency and equal treatment, and publish a contract award notice. Detailed legal advice should be sought on the proposed procurement strategy and proposed procurement route.
61. It is noted from the body of the report that the services are currently being delivered under 17 contracts and that the client department is proposing to appoint the new contracts to 2 providers. It is likely that many of the unsuccessful bidders will be disappointed. Whilst it is not mandatory under the Light Touch Regime to split contracts into lots, as a matter of good practice the Council should consider the possible benefits of splitting larger contracts into lots. That said, it is noted from the body of the report that the Directorate has undertaken consultation (with providers and service users) and that feedback received from the consultation has helped to shape the proposed overarching approach, including the proposal to let two contracts. It is noted that further consultation with the marketplace is planned for early 2018.
62. Given the proposal to reduce the number of providers from circa 17 to circa 2, TUPE may apply to the award of the new contracts.
63. The proposed recommendation numbered 4 is to approve delegating authority to the Director to deal with all aspects of the recommissioning of the accommodation and support services for young people. This is a substantial delegation and delegates such matters as determining the evaluation criteria and the award of contracts. Legal advice should be sought as the proposed procurement is worked up.

#### Welsh Government grant conditions

64. It is noted that the services are funded via Welsh Government funding under the Supporting People Programme. Normally Welsh Government



grant conditions contain a proviso that the services funded via the grant are commissioned in accordance with all relevant legislation and accordingly the client department should satisfy itself that it can comply with the same before proceeding.

### Equality duty

65. 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.
66. The report identifies that an Equality Impact Assessment has been carried out and is appended at Appendix D & E. 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 Assessment in making its decision.
67. The decision maker should also have regard when making its decision to the Council's wider obligations under the Social Services and Wellbeing (Wales) Act 2014 and The Wellbeing of Future Generations (Wales) Act 2015. In brief both acts make provision with regards promoting/improving wellbeing.

### HR Implications

68. There are no HR implications relating to this report.

### **RECOMMENDATIONS**

It is recommended that Cabinet to:

1. Approve the Supporting People Local Delivery and Spend Plan as set out at Appendix A.
2. Note the progress in recommissioning phase one services and agree the revised approach to older persons floating support services.
3. Agree the proposed overarching approach to recommissioning of accommodation and support services for young people as set out in the body of the report.

4. Delegate authority to the Director of Communities, Housing and Customer Services in consultation with the Cabinet Member for Housing and Communities), the Council's Section 151 Officer, Director of Social Services and the Director of Law and Governance to deal with all aspects of the recommissioning of accommodation and support services for young people as set out in the body of the report, up to and including the award of contracts, and all ancillary matters pertaining to the same.
5. Note that it is intended to submit further reports to Cabinet to seek authorisation to commence the procurement processes for those remaining services to be recommissioned as part of phases 2, and the phase 3 services, as and when the detailed procurement strategies are developed.

**SARAH MCGILL**  
**December 2017**

*The following appendices are attached:*

- Appendix A - Supporting People Delivery and Spend Plan
- Appendix B - Breakdown of current provision
- Appendix C - Report on Consultation
- Appendix D - Equality Impact Assessment (Supporting People Local Commissioning Plan - 2018/19)
- Appendix E - Equality Impact Assessment (Young Persons Services)

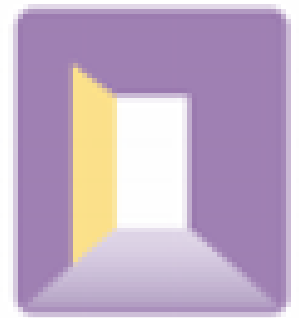
*The following background papers have been taken into account*

Welsh Government Positive Pathway Model



## Cardiff Council

# Supporting People Programme



# supportingpeople

supporting independence



Gweithio dros Gaerdydd, gweithio gyda'n gilydd  
Working for Cardiff, working together

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## 1 Introduction

### 1.1 Supporting People Programme

The Supporting People Programme provides nearly 6,000 units of housing related support to vulnerable individuals in Cardiff to assist them to live independently and to prevent homelessness. This includes over 800 units of floating support, 1,400 units of supported accommodation and over 3,500 community alarm units. Support can be provided in the clients own home, in hostels, sheltered housing or other specialist supported accommodation.

Twenty seven organisations deliver this support, the majority are charitable organisations. However the Council also provides services directly including two homeless hostels and a Rough Sleepers Outreach service.

The Welsh Government provides Supporting People funding in the form of a grant and Local Authorities administer the funds and commission services. A multi-agency Regional Collaborative Committee (RCC) for the Vale of Glamorgan and Cardiff operates to provide a collaborative approach and share best practice.

### 1.2 Purpose of Document

This Local Delivery Plan sets out the strategic and local priorities for Supporting People in Cardiff and how these will be achieved within the grant allocation for the 2018/19 financial year. It details how consultation with a wide range of providers and other stakeholders has influenced the commissioning process, and sets out, as far as is possible, the planned commissioning and de-commissioning intentions for the coming years.

### 2.1 Funding Climate

The Supporting People Programme Grant (SPPG) allocation was reduced by £2.8m or 15% between 2013/14 and 2015/16. Since then Cardiff's allocation has remained at £16.2m each year.

Achieving this reduction in spend was a considerable challenge for the Council and support providers. Despite some reduction in capacity many services were maintained as a high level of efficiencies were achieved. Also alternative funding arrangements such as through charitable donations and fund raising helped to keep some projects running.

Further savings were achieved for 2017/18 as a result of the re-commissioning of the Generic Floating Support Service. The savings made were reinvested in services to provide support to rough sleepers, with the aim of reducing the numbers of people sleeping rough in the City. It also supported a grant programme for third sector organisations to bring forward innovative proposals for new ways of working. Projects supported included several that address the need to reduce rough sleeping and a project to support women at risk of exploitation. Funding was also invested in supporting homeless people placed in leased temporary accommodation to access accommodation in the private rented sector.

Welsh Government's draft 2018/19 budget indicates that the national Supporting People Programme Grant budget will remain at £124m. It is anticipated that each Local Authority's grant allocation will also remain unchanged, meaning an allocation to Cardiff of £16.2m. An indicative grant offer is expected in December 2017 with a formal grant offer expected in March 2018.

## 2 Background

## 3. Strategic Context

## Strategic Priorities:

**Capital Ambition**, the new administration's five-year plan for the city, outlines the Council's vision for Cardiff to become a leading city on the world stage. Each Cabinet member has outlined their key aims and ambitions for their term of office.

**The Housing Strategy 2016-2021** identifies the following vision for future delivery of housing services in the city: To deliver the best housing outcomes for the people of Cardiff, working together with our partners to ensure that all our citizens can access quality, affordable and sustainable homes.

**Welfare Reform Act 2012** introduces a wide range of reforms. The Act introduces a new Universal Credit (UC) which will replace most existing benefits and limits the total amount of benefits a person can claim.

The Westminster Government are proceeding with Welfare Reforms which may have further implications. In response to concerns raised, the Government will not apply the Local Housing Allowance rates to tenants in supported housing, nor to the wider social rented sector and are currently carrying out consultation on a sustainable funding mechanism for supported housing that ensures quality, value for money and security of future supply.

**The Housing (Wales) Act 2014** which began to be implemented in April 2015, involves a number of changes to how accommodation is managed and delivered and how people in housing need are assisted.

**Social Services and Well-being (Wales) Act 2014** provides the legal framework for improving the well-being of people who need care and support, carers who need support, and for transforming social services in Wales.

**The Wellbeing of Future Generations (Wales) Act 2015** came into force in April 2016. The Act aims to enable public bodies to tackle challenges through thinking more about the long-term and working more effectively with other organisations and with communities.

**Violence against Women, Domestic Abuse and Sexual Violence (Wales) Act 2015** aims to improve the public sector response in Wales to all forms of abuse and violence against women and to improve domestic abuse and sexual violence services for all.

**Renting Homes (Wales) Act 2016.** This Act aims to simplify the legal basis for renting a home from a private or 'community' landlord (Local Authorities and RSLs).

## 4. Welsh Government Supporting People Programme Strategic Priorities

Welsh Government Ministers have previously outlined to the Regional Collaborative Committees their priorities for the Supporting People fund as:

- Continued work at a regional level to ensure effective engagement and joining up of services.
- Review of the strategic relevance of services across the region.
- Ongoing engagement with colleagues from Homelessness Advice Services to ensure service provision is configured to prevent homelessness.
- Engagement with colleagues across the region to reduce demand on more costly Health & Social Care provision.
- Review patterns of provision to ensure all services are fit for purpose, reflect the needs of those accessing them and evidence that they provide value for money.
- Continued improvement in outcomes collection and use of this information, alongside spend plan data, to prioritise

service commissioning and remodelling.

- Closer links between wider Tackling Poverty funding streams so resources are targeted and services are not duplicated.

The Council, together with providers, the Vale and Cardiff Regional Collaborative Committee (RCC) and Welsh Government, have recognised that funding reductions previously applied have increased the need to take a strategic approach to the delivery of housing related support services and increased the need to maximise the use of the funding available to support vulnerable people in Cardiff.

To respond to this requirement, the Council has been taking a consultative approach to reviewing current services and developing ways forward for the coming financial year and beyond. Continued engagement with providers and other stakeholders is a key driver for change with a more strategic approach to identifying local priorities now in place. The aim is to deliver new arrangements for accessing and delivering quality services that are more targeted, better aligned and more efficient.

#### **4.1 Welsh Government Priorities (Funding Flexibilities)**

In the recent past the Supporting People Programme was brought in line with the other Tackling Poverty Programmes, including Communities First, Families First and Flying Start. There was a clear drive to join up these anti-poverty programmes to achieve better outcomes for customers and more efficient use of resources.

Engagement and feedback from Local Authorities, including the Communities and Tackling Poverty Alignment programme has led to the announcement by Welsh Government of Funding Flexibility Pathfinders as part of the Draft Budget 2018/19. Cardiff is one of these pathfinders.

The Full Flexibility pathfinder will give 100% flexibility across grants in order to achieve increased programme alignment.

Closer working links between the various programmes are already being developed in Cardiff, including joining up services with Families First for young people and both Families First and Flying Start for Domestic Violence provision. Better alignment and joint commissioning will be a priority for the coming year.

#### **4.2 Setting Local Priorities**

The approach to identifying local priorities and reviewing service delivery for the Supporting People Programme is ongoing and based on a set of agreed principles set out below:

- Ensuring that services are based on need and that the most vulnerable service users are accessing provision.
- Promoting independence and delivering support at the lowest appropriate level to meet client's needs
- Taking an evidence based approach – considering voids/turnover, outcomes and service user feedback
- Ensuring services are sustainable
- Maximising the time spent on the client and reduce management costs by encouraging collaboration between providers
- Where possible, commissioning support in partnership with other public/third sector organisations
- Working with providers and other partners to develop service specifications that are outcome based and quality focussed

#### **4.3 Needs Supply and Service Gaps**

The annual survey at **Appendix 1** provides a range of data about services and their users for the year 2016/17. This includes equality information and client needs in addition to supply and demand information. This information is collected every year and helps identify the priorities for the Supporting People Programme Grant in the coming year. It is also useful in finding gaps or oversupply in support provision. Information is also gathered through the Accommodation and Support Gateways; these gateways control access to services and record both client demand and provider performance.

The overall picture of 2016/17 shows that **5,889** service users were supported within the supported accommodation and floating support services. (Figures do not include community alarm clients)

Of those, **3,108** were supported in supported accommodation provision and **2,781** were in floating support provision.

- Female service users accounted for almost **2,939** (54%) of those supported.
- The majority of service users were aged 25 – 54 for both genders.
- The next significant group included those aged 16 – 24, **811** (28%) of females and **482** almost (19%) of males supported were in this age group.

The top four lead needs identified in the report by the **5,889** service users are; Generic Floating Support to prevent homelessness **1,428** (24.2%), Mental Health **773** (13.1%), Women experiencing domestic abuse **705** (12%) and young person with support needs aged 16-24 which represented **457** (7.8%) of service users.

The lead needs indicate there is a demand for service provision to help prevent homelessness by offering tenancy and

resettlement related support. The information also shows that there is a demand for housing related support for those experiencing mental health issues and for women who are victims of domestic abuse.

Extensive needs assessment work has been undertaken as part of the recommissioning process, including a full assessment of the need for women who are victims of domestic abuse. Further work is underway to identify the needs of male victims of abuse and this is being reviewed on a regional basis.

There is also a clear demand for services for young people. Further work is being carried out to refine understanding of this need as part of the recommissioning or process.

In addition to the intelligence gathered through the Annual Survey and Accommodation and Support Gateways, consideration is also given to demographic data in determining future need.

### **Emerging priorities**

The Annual Survey figures above indicate that 13% of service users in 2016/17 having a lead need of mental health issues, while 21% of service users mental health as a secondary need. This area has already been identified as a priority area for review and reconfiguration. Mental health issues are often experienced alongside substance misuse issues and therefore services dealing with both issues will be reviewed together. Work has commenced with colleagues in Social Services, Mental Health Services and Health to develop a full needs and gap analysis of the services.

A review of these services will form a significant part of the Homelessness strand of the Accommodation and Support recommissioning programme during 2018/19 (see next page).



#### 4.4 The proposed Supporting People Spend Plan for 2018/19

The proposed spend plan can be found below; it shows schemes against spend for the Welsh Government spend categories that will be in operation in 2018/19.

Welsh Government Spend Categories				
Spend Category	Schemes	Units	Total	Allocation
Women at risk of Domestic Abuse	Floating Support	69	143	£1,255,689
	Refuge	37		
	Supported Housing	16		
	Domestic Abuse Alarms	20		
	DA Gateway	1		
Men at risk of Domestic Abuse	Supported Housing	4	4	£23,221
People with Learning Disabilities	Adult Placements	22	378	£2,234,172
	Supported Housing	1		
	Supported Living	355		
People with Mental Health Issues	Supported Housing	106	145	£814,833
	Floating Support	39		
People with Substance Issues (Alcohol)	Hostel	21	65	£654,134
	Supported Housing	44		
People with Substance Misuse issues (Drugs and Volatile substances)	Floating Support	16	73	£803,667
	Hostel	15		
	Supported Housing	42		
People with Criminal Offending History	Supported Housing	33	33	£386,100
People with Refugee Status	Floating Support	37	37	£153,920
People with Physical and/or Sensory Disabilities	Supported Housing	23	31	£75,283
	Extra Care	8		
People with Chronic Illnesses (incl. HIV/AIDS)	Supported Housing	6	6	£34,964
Young People who are Care Leavers	Supported Housing	10	10	£181,480
Young People with Support Needs (16 - 24)	Supported Housing	51	179	£1,865,804
	Floating Support	60		
	Hostel	68		
Single Parent Families with Support Needs	Supported Housing	9	30	£393,120
	Hostel	21		
Families with Support Needs	Supported Housing	33	84	£822,198
	Hostel	51		
People over 55 years of age with Support Needs (this category must be exclusive of alarm services)	Extra Care	37	124	£229,617
	Supported Housing	15		
	Floating Support	72		
Alarm services (including sheltered/extra care schemes)	Community Alarm Services including Sheltered and Extra Care	3579	3579	£532,539
Generic Floating support to prevent homelessness ( <b>Tenancy support services which cover a range of service user needs but which must be exclusive of fixed site support</b> )	Floating Support	729	729	£2,329,040
Expenditure which does not directly link to the spend plan categories above ( <b>Includes homeless services</b> )	Supported Housing	115	389	£3,477,689
	Hostels	221		
	Floating Support	48		
	Gateway	5		
<b>Total</b>			6039	

**Number of units allocated to type of support**

Types of Support	
Type of Support	No of Units
Hostel	397
Floating Support	1070
Refuge	37
Supported Housing	508
Domestic Abuse Alarms	20
Adult Placements	22
Supported Living	355
Extra Care	45
Community Alarm Services including Sheltered and Extra Care	3579
Gateway	6
<b>Total</b>	<b>6039</b>

#### 4.5 The major changes to the proposed Spend Plan for 2018/19 are set out below:

As stated previously it is anticipated that the indicative grant for 2018/19 will remain unchanged. However needs assessment work has identified where some realignment of resources is required for next year. Therefore although the level of intended spend within each spend category is broadly similar to last year there have been some changes to current funding levels.

There has also been some realignment of schemes between spend categories to better reflect the activity that they carry out. The full spend plan is attached at **Appendix 2**.

**Women at risk of domestic abuse** – Spend in this area is expected to increase to reflect the need to carry out more preventative work. Previously services focused only on victims at medium or high risk of abuse. Intervening at an early stage while risk is lower could prevent abuse from escalating and is in line with the new legislation. A service for standard risk victims has been built into the new Gender Specific services which are currently being recommissioned.

**Older Persons Support and Alarm services** - Spend on older persons

support service are expected to decrease, the reasons for this are outlined in more detail later in this report. Spend on alarms will also reduce following changes to bring these in line with the grant terms and conditions that *'funding for alarm services should cover the emergency alarm element only and this should only be for those with an identified need.'*

**Homelessness Prevention Projects** – in 2017/18 a grant programme was supported to allow third sector organisations to bring forward innovative proposals for new ways of working. These included:

- The Compass Project – intensive support for those who are entrenched rough sleepers or who experience a revolving cycle of frontline accommodation, prison, mental health rehabilitation, hospital and rough sleeping.
- Housing First Project - providing mainstream accommodation for rough sleepers; with flexible support for as long as it is needed
- Cardiff Solutions Project - aims to provide assistance to individuals who do not wish to access services through more formal settings by using the Wallich Night Shelter.
- Ty Tarian - provides homeless women who are being exploited or who are at

risk of exploitation access to secure, female-only hostel accommodation with 24 hour support.

The number of rough sleepers in Cardiff has been increasing over recent years. The projects above as well as the expansion of the Council's own Outreach service have been developed to encourage rough sleepers to engage with services. Early indications from these projects suggest progress is being made and it is the intention to continue funding these projects for 2018/19.

**Homelessness Support Service** – This service operated by the Councils Housing Options service will work to prevent and address homelessness by assisting families and vulnerable individuals to prepare for, access and relocate to accommodation in the private rented sector.

**Youth Mentoring** - This Council provided service will enhance the new Employment Service is due to commence in April, assisting young people who are furthest from the workplace to resolve any issues which prevent them from accessing employment or training. This service will link closely with Youth Services and Careers Wales to target the most vulnerable including young people in supported accommodation. Given the growing impact of the Welfare Reform changes on young people, returning to work is an important route out of poverty and homelessness.

#### 4.6 Programme Review

An Accommodation and Support project was set up during 2015/16 to review and recommission accommodation and support provision in Cardiff. While this review was focused on Supporting People funded projects, a wider view was taken and other funding sources and services

were included where appropriate to give a more rounded approach to client need.

Services were grouped into 5 categories with a consultation and planning group set up for each. The groupings are:

- Floating Support
- Gender Specific/Domestic Abuse
- Young Persons Services
- Homelessness & Rough Sleeping (including substance misuse and mental health services)
- Longer Term Services (including older people)

The consultation and planning groups engaged with other services, projects and organisations to identify and agree local priorities and develop similar aims around:

- Identifying opportunities for alignment, or joint commissioning or delivery.
- Developing single access point for services "Gateways" to ensure most effective use of resource and to prioritise the most vulnerable clients.
- Greater understanding of need through the development of central waiting lists and allocations.
- Developing the right mix of accommodation types
- Developing clear pathways, structured journeys to independent living (wherever possible)
- Developing specifications for commissioning
- Identifying opportunities for efficiency savings.

At that time there were 38 contracts, delivered by 32 third sector providers and it was accepted that the recommissioning of these complex and essential services should be carried out in a phased way.

Wherever possible a joined up approach has been taken to recommissioning services, working across departmental and grant funding boundaries to

commission comprehensive services for clients.

**The Accommodation and Support Review Programme is at Phase 1 of implementation through a three phased commissioning plan as provided below:**

<b>Accommodation &amp; Support Services - Three Phase Commissioning Plan</b>	
<b>Phase 1</b>	Generic Floating Support services Advice Services Older Persons Floating Support services All Gender Specific services (including domestic abuse)
<b>Phase 2</b>	Supported Housing Specialist Floating Support services (includes substance misuse, mental health, young persons and refugees.) Other specialist support (includes learning disabilities and physical disabilities.)
<b>Phase 3</b>	Homeless Hostels

#### **4.7 Update on progress to date**

##### **Generic Floating Support**

The Generic Floating Support Services recommissioning projects were completed in April 2017. The completed review and subsequent recommissioning of both services has seen the implementation of two new contracts each with an annual value of £1m.

The Generic Floating Support recommissioning in particular released considerable efficiency savings of £900k, whilst reducing the number of contracts in place and streamlining administration process. It has also resulted in improved monitoring, performance management and outcome reporting.

As a result, the savings made were reinvested in other priority areas such as homelessness and rough sleeping. There was also investment in services to support people placed in leased temporary accommodation to access

accommodation in the private rented sector.

##### **Gender Specific/Domestic Abuse Services**

Cardiff has held a long-term desire to recommission services due to the current complexity of funding streams which have led to duplication of some roles and service delivery, with other key services being left inappropriately supported. Services as they stand are not robust or sustainable in their current format. This lack of strategic direction for domestic abuse services has also been acknowledged by the Welsh Government and the South Wales Police and Crime Commissioner.

The aim is to ensure services can respond to the new duties under the Violence Against Women, Domestic Abuse and Sexual Violence (Wales) Act 2015 and align to the developing Multi-Agency Safeguarding Hub (MASH).

As of December 2017 the Gender Specific/Domestic Abuse project is at the procurement stage. The re-commissioned service is intended to join up and further develop services to create straightforward access to a range of provision, to meet the need for preventative services, including target hardening and to provide a clear pathway through support. There will be a comprehensive service under one contract accessed via a 'one stop shop' that will include:

- Single 'front door' for all referrals
- Intake and assessment
- Advice and signposting
- Sessions from other specialist community support services
- A larger team of community based support workers, providing support and advocacy, and bringing together housing related floating support and the current work of the Independent Domestic Abuse Advocates
- Target hardening
- Refuge provision
- Supported housing
- Self-help programmes
- Provision of advice and support to assist police call-outs 24/7

Much work was undertaken to develop a detailed specification for these services in partnership with Children's Services, Flying Start, South Wales Police, the Police and Crime Commissioners office. Welsh Women's Aid assisted with the specification and with obtaining feedback from victims of abuse. Procurement commenced in October 2017. It is expected that the newly re-commissioned contract will commence in April 2018.

Officers will work very closely with the successful organisation to ensure that there is a period of transition followed by the smooth implementation of the newly commissioned service. There will be close

and ongoing contract management and performance monitoring to ensure the service is delivering the intended outcomes for both service users and commissioners.

Following consultation with victims of domestic abuse a modification was made to the approach initially proposed. Services for Male victims will now be re-commissioned separately. Consultation with victims and other research has indicated a separate domestic abuse services for men with a better focus on their needs is required. Currently discussions are taking place with other Local Authorities to develop a regional service provision.

### Older People

The Aylward review made the following recommendations with regard to eligibility of older people to Supporting People funded services "...the eligibility for older people receiving Supporting People funds should be based on need rather than age or tenure." (Aylward, 2010)

Welsh Government guidance requires a move away from support based on tenure towards a service based on need; for example it is no longer possible to fund a warden support service to all residents of sheltered accommodation just by virtue of being a resident. Many social landlords, including the Council, have implemented this change already and the remainder will have done so by the end of this year. Many social landlords have retained their scheme manager/warden funded through rental income, minimising the impact to tenants.

As a result of this change the number of contracts for older persons' accommodation based support had reduced. As a contingency arrangement capacity within older persons floating support services was increased however

this additional capacity has not been used and demand for this service is low with only 18 older people receiving a service at present.

The Council's development of the Independent Living Service has brought better co-ordination of services addressing the needs of older persons living in the community, providing help to access a wide range of support such as advice on benefits, disabled adaptations, grants, home energy efficiency and support to avoid social isolation. The further development of the service will include support for older people leaving hospital and low level support to help people live independently.

There is sufficient capacity within the newly commissioned Generic Floating Support Service to meet current demand for housing related support from older persons. This together with services offered by Independent Living will more than meet the current demand for older persons support and therefore it is not proposed to commission a specific older persons floating support service. It is proposed to cease funding for the current older persons floating support service during 2018/19. Beforehand current service users will have their support needs reviewed by Independent Living Officers and a holistic approach will be taken ensuring the full individual needs are met by appropriate provision.

Contracts for Supporting People funded housing related support services within Extra care schemes will continue. Extra care schemes provide the opportunity for people with significant care needs to live as active and independent lives as possible, living in their own homes with support tailored to their individual needs providing a real alternative to residential care.

## Community Alarms

The grant terms and conditions state that *'funding for alarm services should cover the emergency alarm element only and this should only be for those with an identified need.'* In order to meet these terms eligibility criteria for funding community alarm services based on need have been developed in conjunction with the RCC Older Persons Task and finish Group, and this criteria will apply to all new community alarm service clients from April 2018.

Following implementation of the new needs criteria for alarm services and the introduction of new service delivery models for housing related support for older persons, demand and take up of services will be monitored so that any positive or negative impact is identified and service can be adjusted accordingly.

## Supported Housing - Recommissioning Young People's Services

In October 2015 the Council established a Young Person's Gateway to manage all accommodation and support for young people. Previously services for homeless young people operated separately from services for 'looked after children'. The service operates as a partnership between Homelessness, Children's Services and a third sector organisation which carries out homeless prevention and mediation services. The Gateway is located in Charles Street and Housing Options officers, social workers and support workers are co-located in the building. Accommodation is provided by third sector organisations under 17 different agreements.

Since the establishment of the Gateway over 550 young people have been housed without use of bed and breakfast accommodation and the mediation work to prevent homelessness has had a positive outcome in over 55% of cases. The Gateway has demonstrated the benefits of

operating services in a joined up way, using different funding streams to create clear support pathways to assist vulnerable people towards independence. This approach has been recognised as good practice by the Welsh Government.

More recently the possibility of developing a One Stop Shop for young people has been considered. This could combine the services accessible from the Gateway with the Youth Service's mentoring provision available at Grassroots also in the City centre, to develop a comprehensive service for young people. By combining this existing provision and incorporating building other services such as money advice and health services a comprehensive advice service for young people could be developed.

This approach would bring Cardiff very much in line with good practice in this area. The St Basil's 'Positive Pathway Model' has been developed as a framework for Local Authorities and their partners and is recognised as current best practice. The model provides a planned approach to homelessness prevention and housing for young people and underpins achievement of positive outcomes in areas such as education, training, employment and health. It is key to the success of any model that young people are effectively engaged, particularly the hardest to reach.

### **Recommissioning**

A joined up approach has been taken to recommissioning services for young people, working across departmental and grant funding boundaries to commission comprehensive services for clients.

While consultation is ongoing on detail of the services to be recommissioned, these will include the following:

- Housing Advice, Family Mediation and Homelessness Prevention Service

- Accommodation for Young People - Emergency Accommodation; Hostel Accommodation; Supported Accommodation
- Move On Support and Tenancy Rescue - Housing Related Floating Support, Homelessness Prevention Support, Support for Young People moving into Training Tenancies and help to access private rented accommodation

Recommissioning will contain an option to purchase services for very high risk young people and to deliver a supported lodgings service.

The aim is to have the recommissioned service contracts in place for April 2019

### **Next Steps**

The Accommodation and Support Review Programme has now completed Phase 1 with Phase 2 and 3 underway. For 2018/19 the focus of the review will be homelessness and mental health provision.

## **5. Consultation Evidence**

### **5.1 Consultation with Key Stakeholders**

Consultation has remained a key priority and has contributed significantly to the recent developments within the Supporting People programme in Cardiff.

In the main consultation has taken place through the Accommodation & Support Review Project.

As well as the multi- agency Consultation & Planning Groups, there are regular meetings between Housing, Children's Services and Youth Services and more recently Housing and Social Care Mental Health Services. There have been meetings with Housing and Cardiff & Vale Health Board representatives including Substance Misuse and Mental Health Services.

Each of the strands of the review has an established support provider consultation group which meet to discuss ongoing performance and good practice changes.

Out of the Consultation & Planning Groups, working groups have been set up which have been instrumental in the implementation of and the ongoing operation of the new ways of working. Examples of engagement work include:

- Prior to going out to procurement of the Advice, Generic Floating Support Service and the Gender Specific Service, notices were placed on Sell2Wales, for organisations to register an interest and to receive information. For each of the services being procured two Consultation Workshops were held with those expressing an interest attending and contributing suggestions regarding service design and proposed contractual arrangements.
- Notices have recently been placed on Sell2Wales regarding the recommissioning of Young People's services and two workshops have been held so far, giving the opportunity to interested organisations to contribute early on to the development

of services and the potential contract arrangements.

- The RCC set up an Older Persons Task & Finish Group, consisting of landlord and service user representatives to consider the changes required to older persons support services. This as well as discussions and negotiations with individual providers of older persons services resulted in fundamental changes to the way support services are delivered. Further eligibility criteria for funding community alarm services based on need was formulated through the task & finish group and the criteria will apply to all new community alarm service clients from April 2018

## **5.2 Consultation with service users**

Careful consideration has been given to ways to achieve positive engagement with service users. A "no one size fits all" approach has been developed. There are a number of barriers to service user engagement, not least the array of client groups, transient nature of some service users and services, impartiality and general willingness to take part.

Examples of service user engagement are detailed below:

- Prior to the procurement of the Generic Floating Support service a survey was posted to 607 former users of the service. As well as returning the survey in paper format, users were given the option of completing the survey electronically through the Council's website. A total of 62 responses were received, 10% of those sent out. While a low number this was considered a reasonable sample level for this hard to reach group and the draft service specification was



amended following the comments received.

- From the returns a number of people indicated that they would be willing to engage further with commissioners and to take part in the evaluation of submitted tenders. Initial engagement went well with three former service users taking part in early discussions. However none were able to attend on the day of the tenderers presentations.
- To help inform recommissioning of gender specific/domestic abuse services the Housing teams in Cardiff and the Vale of Glamorgan Council approached Cardiff Research Centre to support some research activities with service users who have experienced domestic abuse in the last three years. The Cardiff Research Centre worked with the Domestic Abuse Co-ordinator from Cardiff Council, and the Domestic Violence & Sexual Abuse Co-ordinator from the Vale of Glamorgan Council to devise a questionnaire, which was developed into a bi-lingual online survey.
- The survey was disseminated by the Housing Teams in both Cardiff and the Vale to relevant stakeholder groups and online access was shared widely. Where required, paper copies of the survey were made available to support workers to distribute to those without access to the online version.
- With the assistance of Welsh Womens Aid extensive face to face consultation took place with female victims of abuse about the services that they would wish to see and this has helped inform the specification for services.
- To help inform the commissioning of services for male victims of domestic abuse in August 2016 service user interviews took place. Three men were

interviewed, two of which were in heterosexual relationships and 1 was in a same sex relationship. Given the very small number of men interviewed, their views cannot be considered to be representative of all male victims of domestic abuse living in Cardiff. However, there were some themes that were identified that will be considered in more detail when thinking about the support needs required by male victims and how best to advertise the services available.

- To help inform recommissioning of Young People's services a Service User Listening Event was held for Care Leavers, in partnership with Children's Services and led by NYAS (Cymru) was held in March 2016.
- In 2017, a questionnaire was devised to ask young people about their experiences of supported accommodation and what they thought could be done to improve the service they received. Staff from the Housing Options Centre used the questionnaire to conduct face to face interviews plus telephone surveys with young people as they moved through the Young Person's Gateway accommodation. Over 100 young people completed the questionnaire.
- Throughout the summer and autumn of 2017, Young People who attended training to prepare them to move into Training Tenancy flats were also asked to complete the questionnaire.
- In November 2017 a consultation event was facilitated by Children's Services with support from Housing & Communities. The event was designed to probe more deeply into the issues raised in the questionnaire and to gauge reaction to the Independent Living Checklist that had been developed to assess and monitor the

progress made by young people on their journey through support. A total of 14 young people attended this event, some from a care background and others who had been accepted as homeless. All of this information from

the young people's consultation activity has been used to produce a single report on the findings. This will inform the commissioning process.

## **Conclusion**

As progress is made with each service reviewed the client group affected will be invited to tell us how they currently receive services, what they currently value about that provision, and what could be delivered differently. This will enable resources to focus on genuinely improving outcomes for residents of Cardiff in a more flexible and appropriate manner. Also wherever possible service users will be involved in the procurement evaluation process to ensure that their voice is heard in the assessment of future support providers.

## Appendix 1

### Annual Monitoring Report 2016 – 17

#### 1. Introduction

In April 2017, the Supporting People Team asked all support providers; with the exception of alarm only services, to complete an annual monitoring form with the aim of analysing information to look at the needs of service users and the profile of these individuals.

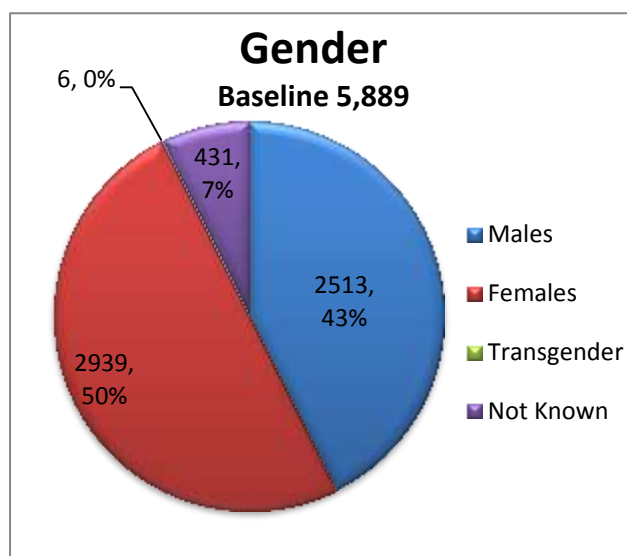
This information will help provide a greater understanding of the priorities the Supporting People Programme Grant will focus on in the coming year. It also identifies where gaps or an oversupply exists in current provision and helps inform the type of projects that should be funded. All of the information was based on the service users that had been supported from 1<sup>st</sup> April 2016 to 31<sup>st</sup> March 2017.

The overall picture of 2016-17 shows that 5,889 service users were supported. Of those 3,108 were supported in supported accommodation provision and 2,781 in floating support provision.

*NB: Not all organisations provided the necessary information in the annual report due to contracts ending at the end of the year. In these cases, anonymised quarterly return information was utilised in the charts and graphs. Where information is unavailable, baselines have been adjusted within the relevant section.*

#### 2. Demographics

The demographic profile of the service users that were supported in this period can be seen in the charts below:

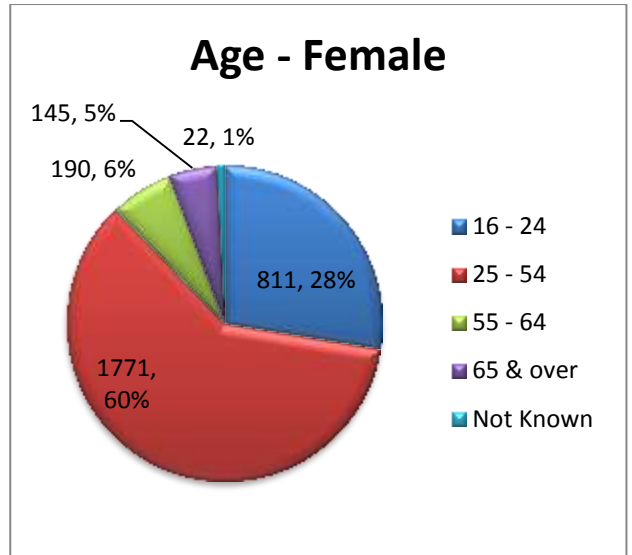
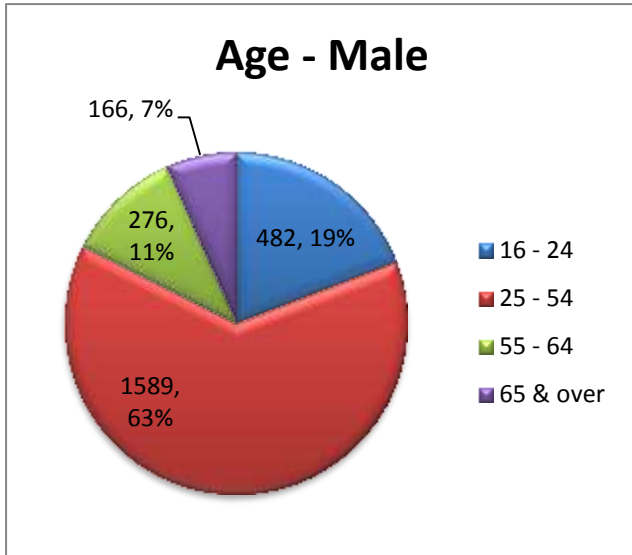


Female service users accounted for 50% of those supported.

The majority of service users were aged 25 – 54 for both genders.

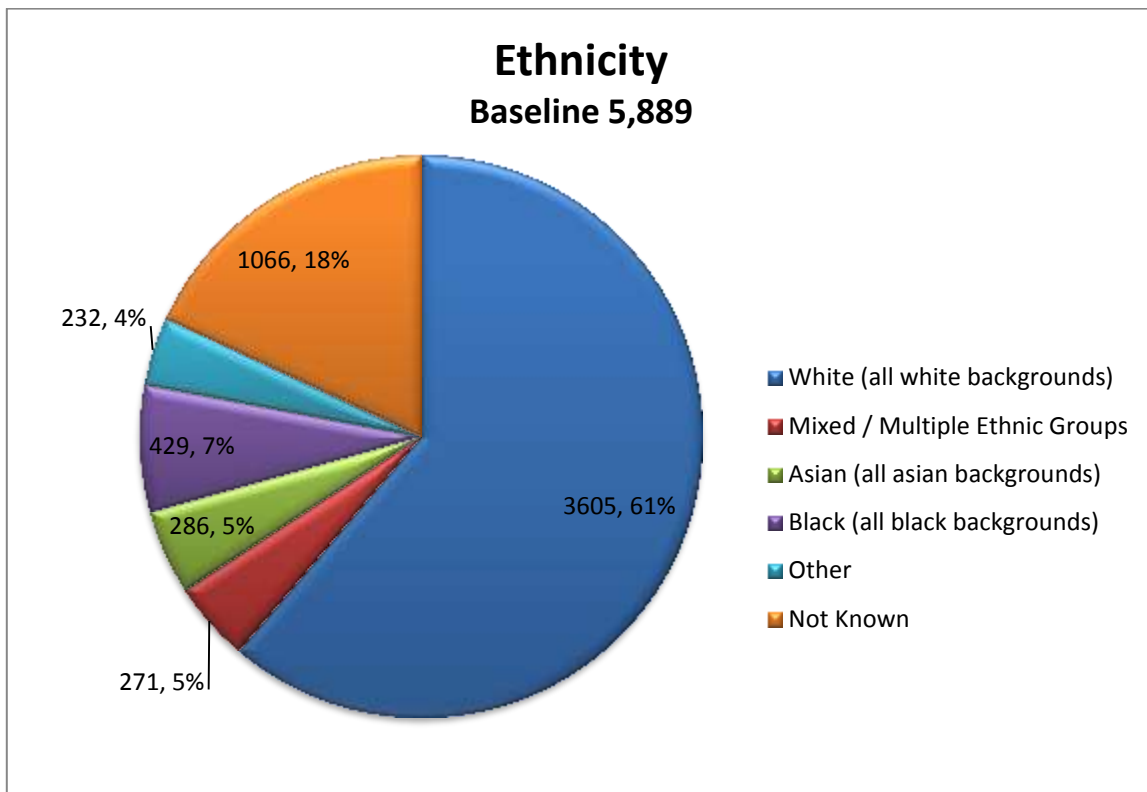
The next significant group included those aged 16 – 24, where 28% of females and almost 19% of males supported were in this age group.

***NB: For those projects that did not complete the annual monitoring the service users have been represented as gender Not Known.***



## Ethnicity

The most prominent ethnic group is White representing 61% of service users. The next largest group is Not Known, with 18% accounted for in this group and the ethnic group, Black represented 7% of service users supported.

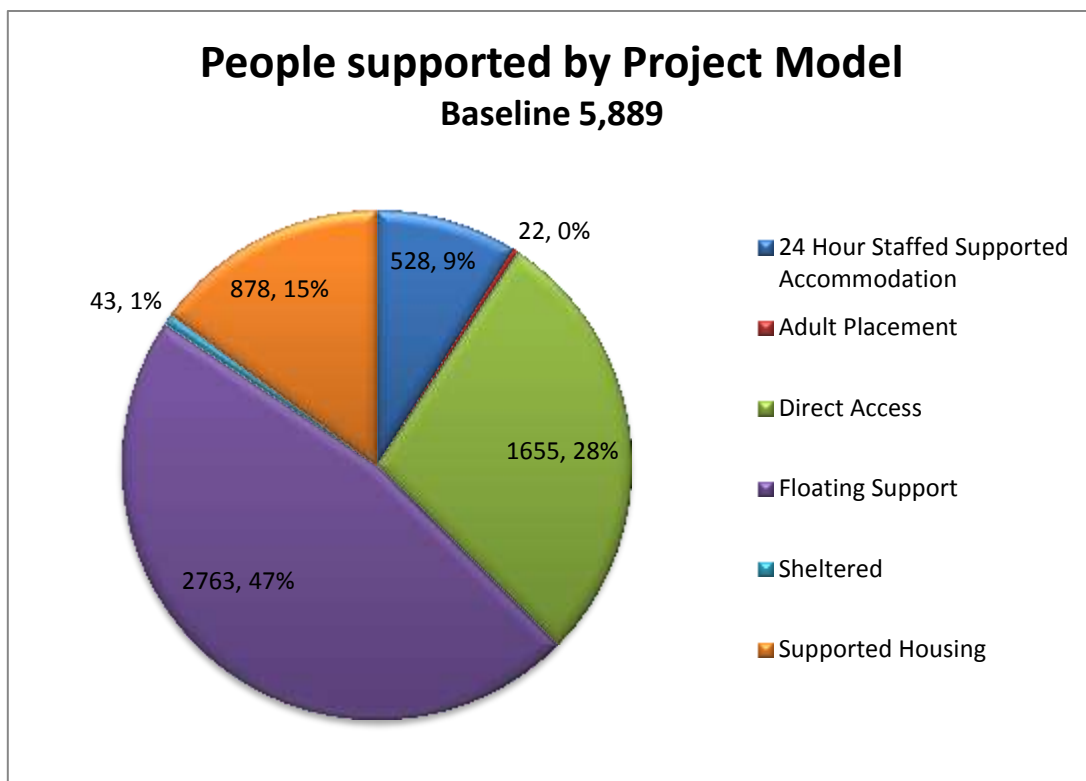


**NB:** For those projects that did not complete the annual monitoring the service user's ethnicity has been included within Not Known.

### 3. Type of Provision

The table below shows the different project models; it displays the number of units allocated to each and the percentage of the total they represent. The chart also shows the number of service users that have been supported. The largest number is for floating support which represents 45.0% of all support provision. In total 2,763 service users received support against 1,023 available units.

Project Model	Units	Percentage	Supported
24 Hour Staffed Supported Housing	167	7.3%	528
Adult Placement	22	1.0%	22
Direct Access / Hostel	343	15.1%	1655
Floating Support	1023	45.0%	2763
Sheltered	63	2.8%	43
Supported Housing	657	28.8%	878
TOTAL	2275	100.0%	5889



#### 4. Lead Needs

The providers were asked about the lead support needs of their service users. 24.2% of service users listed their lead need as Generic Floating Support to prevent homelessness. Another prominent lead need is Mental Health which was listed by 13.1% of service users as a lead need. Other prominent lead needs are women experiencing domestic abuse which was identified by 12% and young person with support needs aged 16-24 which represented 7.8% of service users.

Lead Needs	Supported	Percentage
Women Experiencing Domestic Abuse	705	12.0%
Men Experiencing Domestic Abuse	44	0.7%
People with Learning Disabilities	404	6.9%
People with Mental Health Issues	773	13.1%
People with Substance Misuse Issues (Alcohol)	244	4.1%
People with Substance Misuse Issues (Drugs & Volatile Substances)	207	3.5%
People with Criminal Offending History	229	3.9%
People with Refugee Status	156	2.6%
People with Physical and/or Sensory Disabilities	157	2.7%
People with Developmental Disorder	4	0.1%
People with Chronic Illnesses	37	0.6%
Young People who are Care Leavers	81	1.4%
Young People with Support Needs (16 – 24)	457	7.8%
Single Parent Families with Support Needs	262	4.4%
Families with Support Needs	110	1.9%
Single Person with Support Needs (25 – 54)	315	5.3%
People over the age of 55 with Support Needs	122	2.1%
Generic Floating Support to prevent homelessness	1428	24.2%
Alarm Services	60	1.0%
Expenditure which does not directly link to the spend plan categories	94	1.6%
<b>Total</b>	<b>5889</b>	<b>100%</b>

The lead needs indicate there is a demand for service provision to help prevent homelessness by offering tenancy and resettlement related support. The chart also shows that there is a demand for housing related support for those experiencing mental health issues and for women who are victims of domestic abuse. Also there is a demand for services for young people. In terms of recommissioning or reconfiguring the immediate focus is on service for young people and those experiencing poor mental health and homelessness.

It is important that lead need are correctly identified by providers as they will direct future provision needs and help the Supporting People Team direct appropriate services.

## 5. Spend Category

The table below shows the demand and usage of services by Supporting People spend category during the period 1<sup>st</sup> April 2016 to 31<sup>st</sup> March 2017.

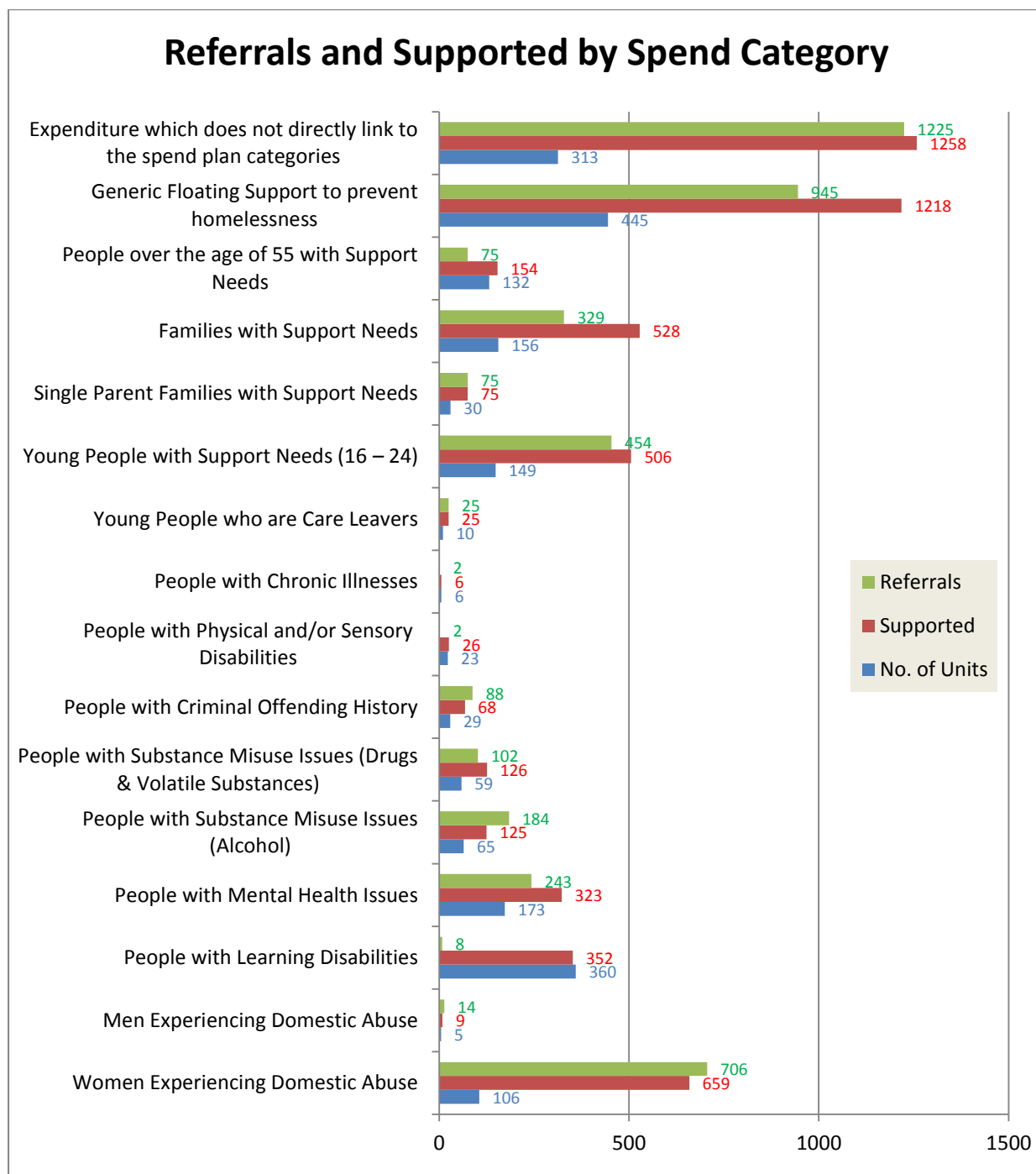
	<b>Spend Category</b>	<b>Units</b>	<b>%</b>	<b>Supported</b>	<b>Usage</b>
1	Women Experiencing Domestic Abuse	106	4.7%	659	621.7%
2	Men Experiencing Domestic Abuse	5	0.2%	9	180.0%
3	People with Learning Disabilities	360	15.8%	352	97.8%
4	People with Mental Health Issues	173	7.6%	323	186.7%
5	People with Substance Misuse Issues (Alcohol)	65	2.9%	125	192.3%
6	People with Substance Misuse Issues (Drugs & Volatile Substances)	59	2.6%	126	213.6%
7	People with Criminal Offending History	29	1.3%	68	234.5%
8	People with Physical and/or Sensory Disabilities	23	1.0%	26	113.0%
9	People with Chronic Illnesses	6	0.3%	6	100.0%
10	Young People who are Care Leavers	10	0.4%	25	250.0%
11	Young People with Support Needs (16 – 24)	149	6.6%	506	339.6%
12	Single Parent Families with Support Needs	30	1.3%	75	250.0%
13	Families with Support Needs	156	6.9%	528	338.5%
14	People over the age of 55 with Support Needs	132	5.8%	154	116.7%
15	Generic Floating Support to prevent homelessness	654	28.8%	1649	370.6%
16	Expenditure which does not directly link to the spend plan categories	318	14.0%	1258	401.9%
	<b>TOTAL</b>	<b>2275</b>	<b>100.0%</b>	<b>5889</b>	<b>285.7%</b>

Spend categories that tend to have short term interventions such as Generic Floating Support and Women Experiencing Domestic Abuse have a high usage rate in comparison to categories that are predominately accommodation based. Those with lower usage rates tend to be made up of long term supported accommodation projects such as those that work with People with Chronic Illnesses, Physical or Learning Disabilities.

## 6. Referrals

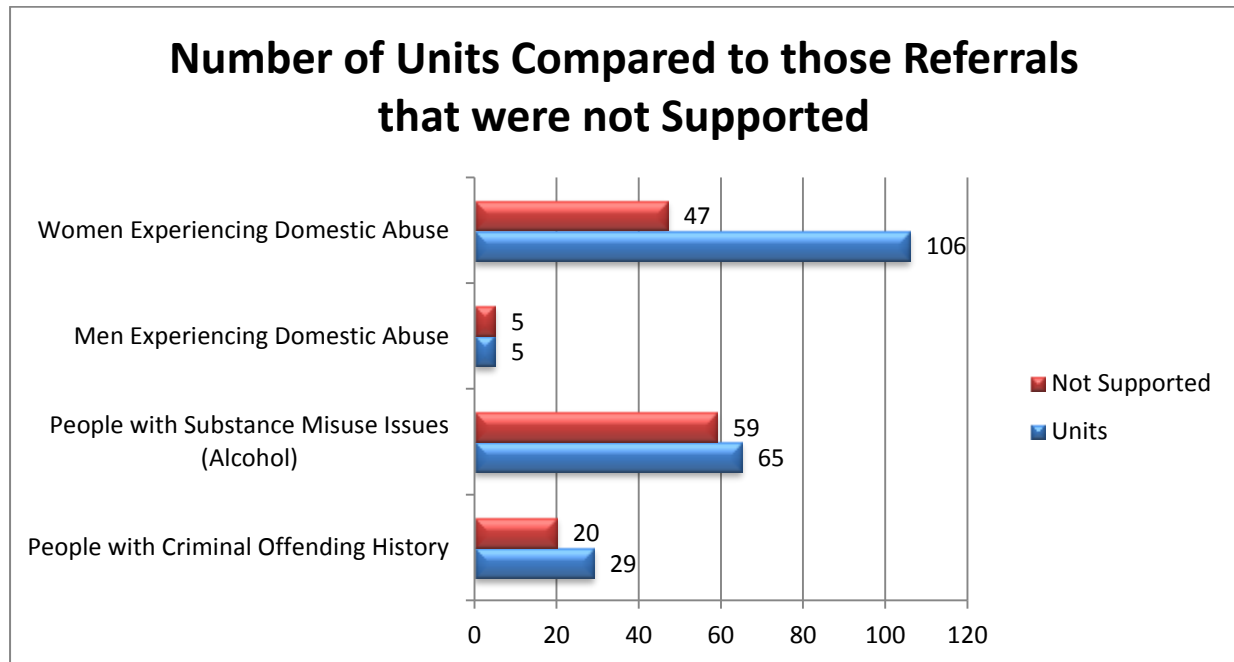
The chart below shows where there is demand or under supply of services relating to a particular spend category.

Spend categories such as women experiencing domestic abuse and young people with support needs are managing to support a high number of service users in comparison to the number of units they have.





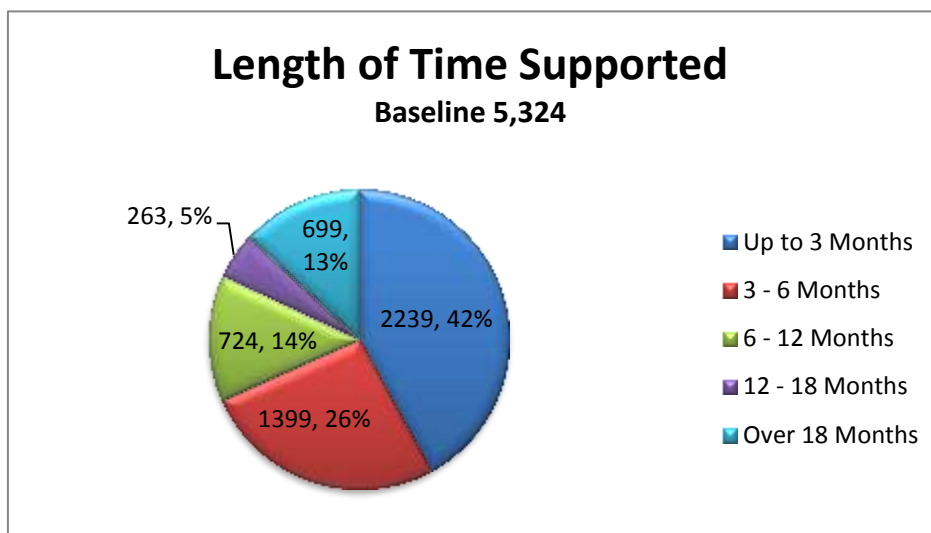
There are a number of spend categories that are not able to accommodate all the referrals they received. In some cases this might be a result of the project/scheme being at full capacity and not having the space to accommodate or an inappropriate referral. For some of these individuals their needs will be able to be accommodated by generic provision, depending on provision and their particular housing related support need.



## 7. Length of Support

As the chart below shows the majority of service users, 68% were supported for less than six months, these are predominately people accessing the floating support services. The chart also highlights that 13% of people have been supported for over 18 months; these are mainly those in long term support projects such as sheltered housing or supported accommodation for people with learning disabilities.

However there was short term supported accommodation provision that reported

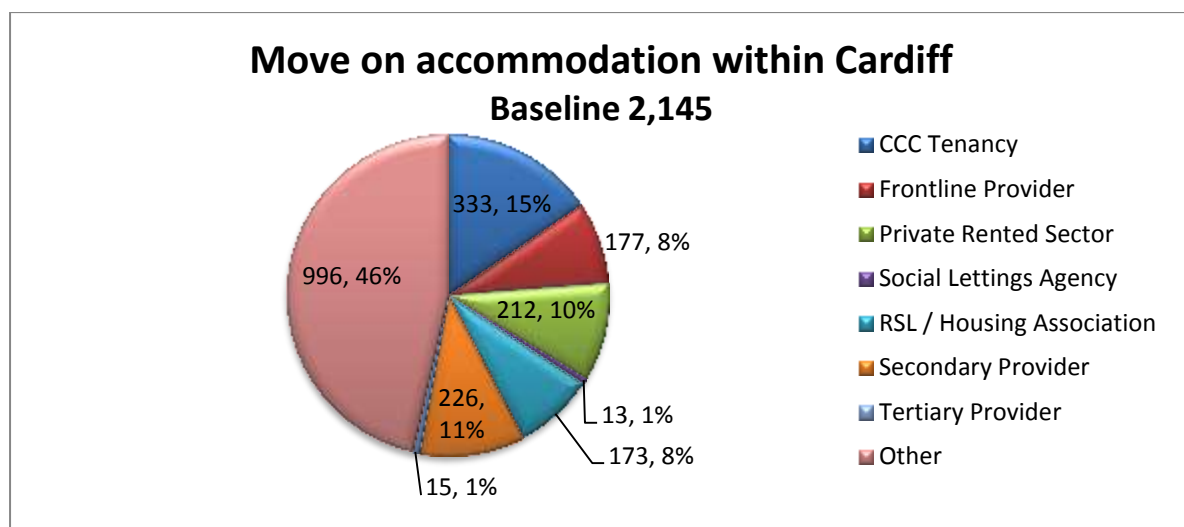


having service users staying for 18 months or more. This is thought to be due to lack of general move on housing and reluctance for service users and providers to consider a move to private rented accommodation.

Service users remaining in supported accommodation for long periods of time, reduces the number that can be accommodated by support provision.

## 7. Move On

As supported housing is not intended to be a long term or permanent solution for the vast majority of service users, move on is an important step in their progress to live independently and sustain accommodation in the community using the skills and knowledge have gained. For those service users that have moved on from support, particularly those in supported accommodation services, the chart below shows where service users have moved on to within Cardiff.



Other is the most significant option which represents 46%; however other as a move on option could include a range of options such as moving in with family or living with friends. From the 2,145 people that moved on last year 15% were able to secure a council tenancy and 8% moved into a housing association property.

Only 10% of those that moved on went into the private rented sector. Due to the shortage and demand for social housing, there is an expectation that the private rented sector will see an increase next year. Many support providers state that move on into suitable accommodation is the one of the biggest hurdles that their service users face. The Housing Option Team within the Local Authority and the supporting people providers are working closely with the private rented sector to help build confidence and create better pathways for people into suitable accommodation.

## Appendix 2

Spend Plan Collection Period		Local Authority Spend Plan 2018-19														
Regional Collaborative Committee:		The Vale & Cardiff														
Local Authority:		Cardiff														
Annual Allocation:		£16,267,470														
		Service Type														
		Fixed Site (Accommodation Based)					Floating (Community Based)									
		Client units	Less Than 6 Months	Client units	6 to 24 Months	Client units	24 Months plus	Client units	Less Than 6 Months	Client units	6 to 24 Months	Client units	24 Months plus	Local Authority Contribution	Total units (exc LA cont)	Total (exc LA cont)
Client Spend Category (The category to which the service is primarily focused)	Numbers	£	Numbers	£	Numbers	£	Numbers	£	Numbers	£	Numbers	£	£	Numbers	£	
Women at risk of Domestic Abuse	37	£548,311.40	16	£116,480.00	0	£0.00	90	£590,898.08	0	£0.00	0	£0.00		143	£1,255,689.48	
Men at risk of Domestic Abuse	0	£0.00	4	£23,220.60	0	£0.00	0	£0.00	0	£0.00	0	£0.00		4	£23,220.60	
People with Learning Disabilities	0	£0.00	4	£21,964.80	374	£2,212,206.88	0	£0.00	0	£0.00	0	£0.00		378	£2,234,171.68	
People with Mental Health Issues	0	£0.00	9	£65,520.00	106	£559,986.44	30	£189,326.28	0	£0.00	0	£0.00		145	£814,832.72	
People with Substance Issues (Alcohol)	0	£0.00	27	£299,029.64	38	£355,104.36	0	£0.00	0	£0.00	0	£0.00		65	£654,134.00	
People with Substance Misuse issues (Drugs and Volatile substances)	0	£0.00	57	£702,652.60	0	£0.00	0	£0.00	16	£101,014.16	0	£0.00		73	£803,666.76	
People with Criminal Offending History	0	£0.00	33	£386,100.00	0	£0.00	0	£0.00	0	£0.00	0	£0.00		33	£386,100.00	
People with Refugee Status	0	£0.00	0	£0.00	0	£0.00	0	£0.00	37	£153,920.00	0	£0.00		37	£153,920.00	
People with Physical and/or Sensory Disabilities	0	£0.00	0	£0.00	31	£75,284.56	0	£0.00	0	£0.00	0	£0.00		31	£75,284.56	
People with Developmental Disorders (i.e. Autism)	0	£0.00	0	£0.00	0	£0.00	0	£0.00	0	£0.00	0	£0.00		0	£0.00	
People with Chronic Illnesses (including HIV/AIDS)	0	£0.00	0	£0.00	6	£34,964.28	0	£0.00	0	£0.00	0	£0.00		6	£34,964.28	
Young People who are Care Leavers	0	£0.00	10	£181,480.00	0	£0.00	0	£0.00	0	£0.00	0	£0.00		10	£181,480.00	
Young People with Support Needs (16 - 24)	0	£0.00	119	£1,577,177.68	0	£0.00	42	£157,586.00	18	£131,040.00	0	£0.00		179	£1,865,803.68	
Single Parent Families with Support Needs	0	£0.00	30	£393,120.00	0	£0.00	0	£0.00	0	£0.00	0	£0.00		30	£393,120.00	
Families with Support Needs	51	£693,460.56	0	£0.00	0	£0.00	33	£128,737.00	0	£0.00	0	£0.00		84	£822,197.56	
Single People with Support Needs not listed above (25 - 54)	0	£0.00	0	£0.00	0	£0.00	0	£0.00	0	£0.00	0	£0.00		0	£0.00	
People over 55 years of age with Support Needs (this category must be exclusive of alarm services)	0	£0.00	0	£0.00	52	£102,157.12	72	£127,460.00	0	£0.00	0	£0.00		124	£229,617.12	
Generic floating support to prevent homelessness (tenancy support services which cover a range of service user needs but which must be exclusive of fixed site support)	0	£0.00	0	£0.00	0	£0.00	727	£2,259,040.00	2	£70,000.00	0	£0.00		729	£2,329,040.00	
Alarm services (including sheltered/extracare schemes)	0	£0.00	0	£0.00	3579	£532,538.63	0	£0.00	0	£0.00	0	£0.00		3579	£532,538.63	
Expenditure which does not directly link to the spend plan categories above (Explanation required in accompanying e-mail)	226	£2,394,349.36	111	£602,961.96	0	£0.00	37	£358,458.41	15	£121,919.20	0	£0.00		389	£3,477,688.93	
<b>TOTALS</b>	<b>314</b>	<b>£3,636,121.32</b>	<b>420</b>	<b>£4,369,707.28</b>	<b>4186</b>	<b>£3,872,242.27</b>	<b>1031</b>	<b>£3,811,505.77</b>	<b>88</b>	<b>£577,893.36</b>	<b>0</b>	<b>£0.00</b>		<b>6039</b>	<b>£16,267,470.00</b>	

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**Appendix B - Current Provision**

**Accommodation & Support Services for Young People – Excluding Family Accommodation**

**Supporting People Funding**

<b>Young People's Floating Support</b>		
<b>Contracted Provider</b>	<b>Project</b>	<b>Units</b>
LLAMAU	LLAMAU YOUNG TENANCY- TST	12
LLAMAU	CARDIFF NETWORK	18
		<b>30</b>
<b>Young People's Accommodation</b>		
<b>Contracted Provider</b>	<b>Project</b>	<b>Units</b>
BARNARDOS	Cardiff Young Singles Housing	7
CCHA (Taff)	FOYER	15
CHURCH ARMY	TY DANESCOURT	6
CHURCH ARMY	TY BRONNA	13
HAFOD CARE	PRINCES STREET	5
LLAMAU	TRI DEG PROJECT	5
LLAMAU	LLANDAFF ROAD	5
LLAMAU	TY DIOGEL	8
LLAMAU	CLIVE YOT PROJECT	5
SALVATION ARMY	NORTHLANDS	26
TAFF HA	TY SEREN	29
TAFF HA	TY HAUL	4
		<b>128</b>
<b>Total</b>		<b>158</b>

**Families First Funding**

<b>Provider</b>	<b>Project</b>	<b>Units</b>
LLAMAU	Basement @33 Mediation Service	N/A

**Children's Services funding**

<b>Provider</b>	<b>Project</b>	<b>Units</b>
BASE	Allensbank Terrace / Connaught Road	5
	Cathays Terrace	6
	Pentyrch Street	4
	Training flats	3
LLAMAU	Fields Park Road	4
<b>Total</b>		<b>22</b>

**Totals across all funding streams**

<b><u>Funding Stream</u></b>	<b><u>Units</u></b>
<b>Supporting People Funding</b>	<b>158</b>
<b>Families First Funding</b>	<b>N/A</b>
<b>Children's Services funding</b>	<b>22</b>
<b>Total</b>	<b>180</b>

## Appendix C

### Commissioning of Accommodation & Support Services for Young People - Part 1 - Provider Consultation

A notification of the Council's intention to recommission Accommodation & Support services for Young People was published on the Sell2Wales portal in August 2017 to invite current and potential providers to register for further information.

Two consultation workshops have taken place to date with those providers who registered their interest. The purpose of the workshops has been to gather provider input to help shape the recommissioning process and the services to be commissioned. The number of external organisations and representatives attending can be seen in the table below:

	<b>Attendees</b>	<b>Organisations</b>
<b>Workshop 1</b>	39	19
<b>Workshop 2</b>	31	13

#### Provider Workshop 1

##### **Issues covered**

- The reasons for recommissioning services
- The Council's overall vision for the services.
- The intention to follow the Positive Pathway model
- Providers were asked if there were any other services not yet considered that they thought should be provided.
- The advantages and disadvantages of a single or multiple contracts were discussed
- Providers were also asked for their views on what they consider to be high risk/difficult to place young people.
- Providers' views were also invited on whether any types of young people should be out of scope for this commissioning.

In addition to the views gathered during the workshop, providers were invited to submit their responses and feedback in writing.

#### Provider Workshop 2

##### **Issues covered**

- A recap of the topics discussed in the first workshop
- A summary of the main themes of the feedback received following the first workshop and how the council were addressing each
- Feedback from the young people themselves and what they thought was important / should be improved
- Contract options:  
Providers were taken through a number of options for how the services should be configured, including number and constitution of contracts; and asked for their

views as to the advantages and disadvantages of each, along with any ideas of additional potential contract models

### **Summary of feedback received from providers both at sessions and in writing**

- Positive Pathway model:
  - Providers felt the Positive Pathway model will improve referral quality, information sharing and partnership working
  - Providers believed an appropriate final transition (from services into independence) is needed to ensure integration at the end of the pathway
  - Strongly expressed view that continuity was vital e.g. same support worker providing floating support once young person leaves supported accommodation.
- Other services suggested for inclusion:
  - Providers felt advocacy should be separate from the provider to ensure independence
  - Links with substance misuse and associated support services
  - It was not felt that therapeutic interventions were needed as it was covered elsewhere (e.g. mental and physical health)
  - The respondents felt that consideration should be given to providing Young People with positive role models to assist with building emotional resilience and life skills
  - Access to trauma trained psychotherapists
  - The development of partnerships with health service, police and truancy services
- Why projects refuse certain young people:
  - Due to number of 'high demand' services users within the project
  - If the progress being made by current service users could be adversely affected by introducing a certain service user at that time
  - Due to location/'protection issues'
- Number of contracts:
  - Most respondents felt that more than one contract would be the preferred option; allowing diversity, greater flexibility and a broader range of skills.
  - Concerns that the expertise required to support all diverse client needs would be compromised with a larger contract
  - Widespread apprehension that the size of the contract carries risk to the city and to the provider e.g. if a contractor failed
  - There was the feeling that a contract of such a wide scale would be too challenging
  - When consulted about a range of possible options the preference emerged for the example given of mixed hostel and supported accommodation, along with Move on Floating Support, to feature in both contracts; i.e. in favour of incorporating all services as equally as possible within two contracts.



- Range of accommodation:
  - Providers felt having a range of accommodation in one contract works well due to 'flow' through the levels, whilst keeping some continuity; also beneficial when a young person isn't getting on well in a certain project.
  - Providers advised some young people are more suited to 'intimate' projects, some prefer larger hostel type projects.
- Family accommodation to be commissioned separately:
  - A number of providers suggested a specific tender for young parents who need accommodation & support with their babies or very young children.
- Prevention:
  - Providers welcomed the proposal for greater emphasis on prevention
  - Providers felt that prevention and early intervention is very important at 16+ before going into adult services
- Young People in scope of recommissioning:
  - Widespread opinion that every young person should be able to access the service and that those services should be wrapped around the young person's needs, on an individual basis.
- Supported Lodgings:
  - It was felt the pathway would benefit from Supported Lodgings being included in the model & commissioning process
- Timeframe:
  - Concerns over the time needed for consortia, partnerships to be made
  - Issues for landlords - amount of property needed may not be ready/available

### **Changes made to Council's proposals as a result of feedback**

- More than one contract:  
Following widespread opposition to the suggestion of one contract, providers were taken through a number of alternative options for how the services should be configured. Proposal is to commission two contracts
- Family accommodation to be commissioned separately:  
The Council is proposing to commission family accommodation separately from single Young Persons' accommodation & support.
- Increased emphasis on prevention:  
Greater emphasis to be given to continuity of mediation once placed to be included in the newly commissioned service
- Longer Timeframe:  
The timetable for the procurement process is being considered, and the Council is now working towards a contract start date of April 2019 for the newly commissioned service.

Further consultation is planned with providers to inform the detailed specification.

## **Part 2 - Service User Consultation**

In preparation for the recommissioning of Accommodation & Support services for Young People ongoing consultation has taken place with young people involving both group sessions and the use of questionnaires.

### **Group Session 1**

A Listening Event was held in March 2016 attended by 13 Young People aged between 14-25, three Councillors from Cardiff Corporate Parenting Committee and officers from Children's Services, Housing & Communities and Education. The event was facilitated by NYAS (National Youth Advocacy Service).

Issues raised by the young people in attendance included:

- concern about living alone at a young age;
- difficulties faced when living independently;
- lack of access to support when needed particularly during out of hours and at weekends;
- a desire to have someone to talk to in a crisis;
- concerns about private rented accommodation:
  - an economic trap – rents are higher and can be increased at any time, the need for a bond which is not always returned, housing benefit does not cover all costs, implications of shared room rate;
  - does not offer long term security;
  - does not always meet the same standards as council and housing association properties;
  - problems with landlords living up to their responsibilities;
  - lack of support e.g. when dealing with neighbours;
- scope to move back into supported accommodation if living independently doesn't work out;
- vulnerable young people should not be placed in inappropriate areas of the city;
- the importance of continuity in terms of the person providing support;
- more support to access education, training and employment;
- practical preparation training for independent living;
- the provision of training flats with support;
- Advocates to visit supported accommodation.

### **Group Session 2**

In November 2017 a consultation event was facilitated by Children's Services with support from Housing & Communities. The event was designed to probe more

deeply issues raised by young people previously and to gauge reaction to the Independent Living Checklist that had been developed to assess and monitor the progress made by young people on their journey through support. A total of 14 young people attended this event, some from a care background and others who had been accepted as homeless. Some young people would have liked more of a say in the accommodation they were placed in but most were generally very positive about the accommodation. The issues that were raised most frequently were:

- the impact of rent charges on their income and the disincentive this created to find work and that they should be exempt from Council Tax;
- to combat social isolation visitors (or more visitors) should be allowed and that overnight stays should be permitted;
- more care should be taken to ensure a suitable mix of residents;
- having to repeat things to different support workers (either because the worker changed or the young person was moved to different accommodation) was frustrating
- concerns that the pace at which the skills to live independently were delivered were either too fast or too slow
- more help needed with domestic skills such as cooking and operating kitchen appliances

Interesting suggestions included operating a 'buddy' system to help young people with no friends or family, carrying out mediation with family and creating a family-type environment by marking occasions like Halloween.

### **Service User Questionnaire**

A questionnaire was devised to ask young people about their experiences of supported accommodation and what they thought could be done to improve the service they received.

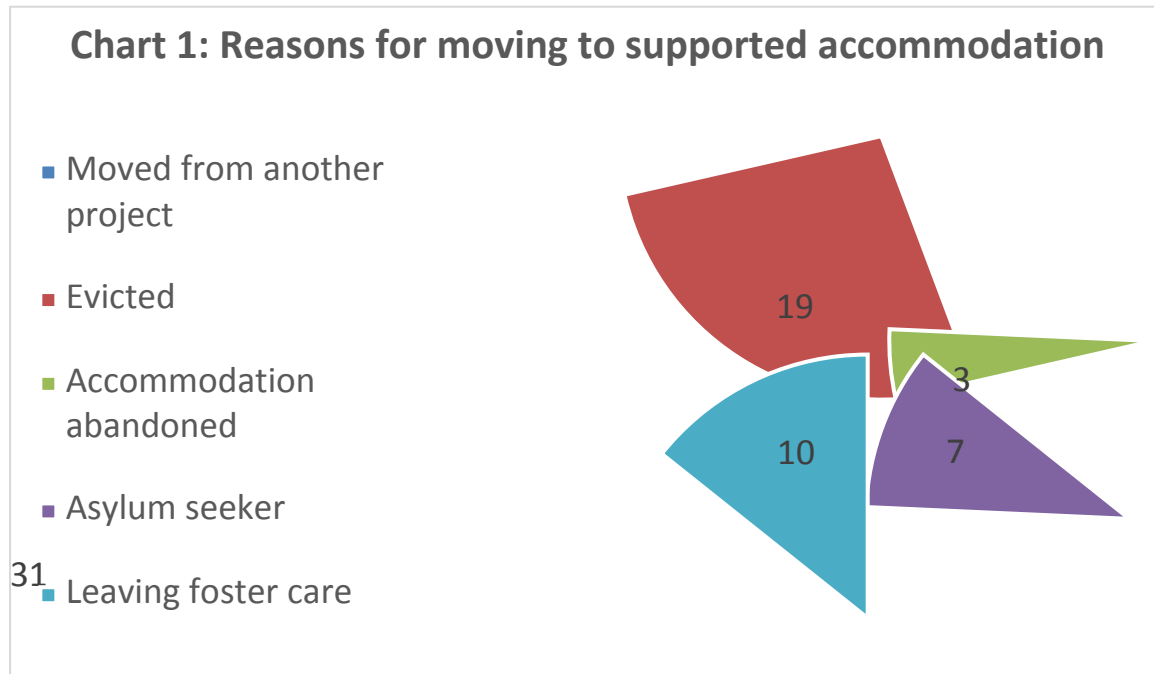
Staff from the Housing Options Centre used the questionnaire to conduct face to face interviews plus telephone surveys with young people as they moved through the Young Person's Gateway accommodation.

Throughout the summer and autumn of 2017, Young People who attended training to prepare them to move into Training Tenancy flats were also asked to complete the questionnaire.

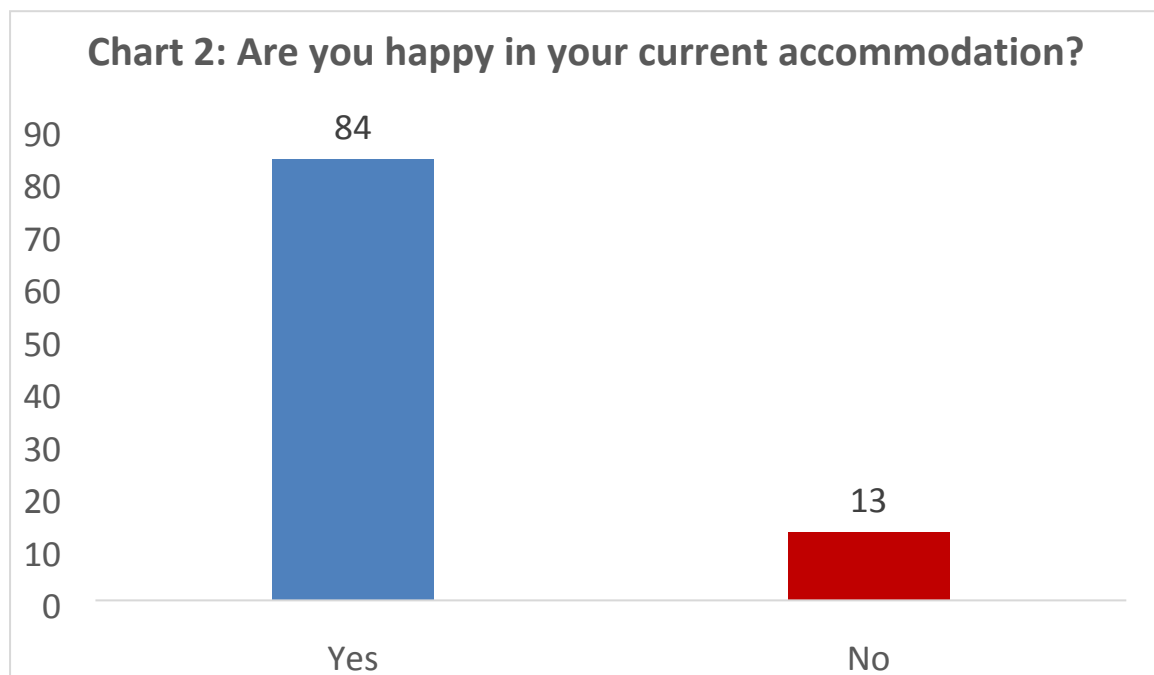
A total of 93 questionnaires were completed. Some young people completed more than one questionnaire reflecting that they had spent time in more than one scheme. This was useful as these young people were able to compare their experience of one scheme against another.

Chart 1 below indicates the reasons why the young person moved into their current supported accommodation. The largest number were moving from one project to

another. This may have occurred because the placement had not worked out or because the initial crisis had been resolved and they were moving to a project more geared to prepare them for independent living. Most of those recorded as 'Evicted' had moved out of the family home.



The young people were asked if they were happy with their current accommodation and, as the numbers in Chart 2 reveals, the overwhelming majority were content with just 20% offering any comments.



The criticisms that young people had of their accommodation were evenly spread around a number of different issues as illustrated by Chart 3.

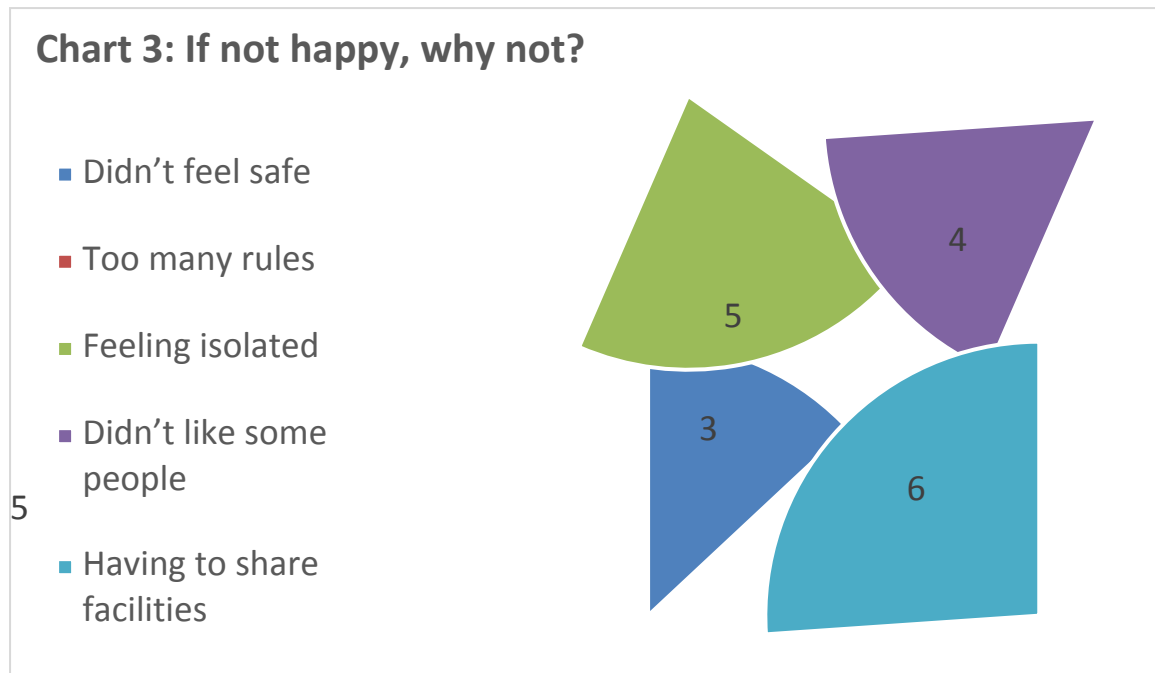
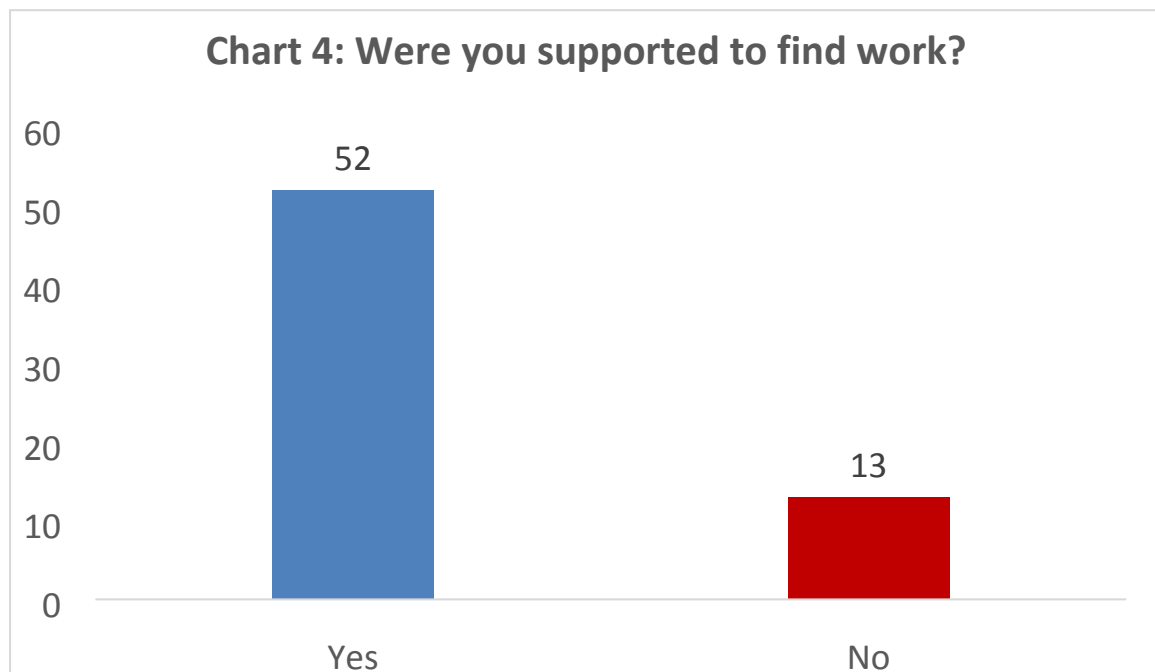


Chart 4 shows that a high proportion of young people felt that, when they wanted support in finding work, this was not always provided.



### Issues

A number of suggestions were received regarding ways of improving the accommodation provided:

- people to have their own bathroom and kitchen;
- more spacious accommodation;
- standards of cleanliness to be improved;
- extending the kitchen opening hours.

When it came to the rules operating in the projects young people commented that:

- it felt they were being watched all the time;
- visitors should be allowed to stay;
- it stopped them moving on with their life;
- it felt they were being treated as a child.

More general comments included:

- a request for a more diverse range of training courses;
- more support for those whose first language is not English;
- an observation that the hostel could be a bit chaotic;
- more help to access work or education;
- putting on more events at the weekend.

### **Key Issues**

The key issues raised in all aspects of the consultation are summarised below with initial responses.

#### **Accommodation Issues**

Generally people were happy with their accommodation although there a number of young people who would prefer to be accommodated in a flat rather than a single room. The other main issue relating to accommodation was a desire to allow visitors to stay overnight or sat least to visit their room. At a more practical level, young people raised issues such as cleanliness of common areas and access to common areas such as kitchens. There was a general view that rules were more onerous than they would expect in a family home and that more should be done to create a family-orientated atmosphere.

- The recommissioning provides the opportunity to specify a mix of accommodation that best fits the needs of the young people.
- Discussions with also be held with providers about some of the more practical issues.

#### **Continuity of Support**

Young people find having to repeatedly explain their history and experiences to a range of different support workers, particularly if they are moved from Provider to Provider, a frustrating process.

- The introduction of an Independent Living Checklist – a document that will move with the young person and be supported electronically – will help to address the frustration of frequently having to recount experiences.

- Significantly reducing the number of contracts offered should help to reduce the frequency of change in provider and give greater continuity of support.
- The importance of continuity of support will also be stressed in the service specification.

### **Advocacy and mediation**

Young people requested that more effort be put into mediating with their parents to try and secure a successful move back to the family home. Requests to set up an independent advocacy service were also made.

- Family mediation currently takes place following the initial presentation as homeless. Options are being considered as part of the recommissioning of services to extend mediation throughout the period of initial assessment or, alternatively, to provide mediation on an 'as and when' basis throughout the period of time in supported accommodation.
- Including independent advocacy as an element of the services to be commissioned is also being considered.

### **Employment / Rent and Service Charges**

Young people felt that they were not encouraged to work and that the costs of living in supported accommodation, and if they were to move on to the private rented sector, would take up most of their earnings.

- Information is being developed to help dispel some of the myths around the impact of earnings on welfare benefits to show that living in supported accommodation will not necessarily make the young person worse off. This information will be presented to providers as well as young people.
- The Council has developed an offer to private landlords which provides financial and practical support to encourage them to accept young people from a support background.
- Assisting young people to get back to work will be a key part of the recommissioned support and the number of those who are not in education or employment will be a key indicator for assessing the services.
- The Council's new employment service which will commence in April will focus on these clients providing mentoring, support and volunteering opportunities to help them into work.

### **Independent Living**

It is clear that the prospect of independent living, coupled with the fear of isolation is a significant worry for many young people. Many felt the need for more help to prepare for independent living with particular emphasis on training, practical domestic skills, accessing accommodation and having someone to turn to in a crisis.

- To address these concerns Training Tenancies have been developed as a way of supporting young people as they make their first steps to independence. Tailored training is delivered ahead of the move to independent living and floating support is provided for six months, to

smooth the transition, this support can be extended if necessary. Particular care is taken to ensure that the young person is not housed in an area of the city that might expose them to unnecessary risk. Young people can also move back to supported accommodation if they find they were not ready for independent living. Training Tenancies will be continued and expanded in the recommissioned service.

- The Independent Living Checklist will monitor a young person's progression, ensuring that they receive the skills they need to carry out everyday tasks such as cooking, cleaning and managing their finances.

### **Ongoing Consultation and Involvement**

Consultation with young people will continue throughout the recommissioning exercise. Questionnaires will continue to be issued with a focus on those leaving supported accommodation. When completing the questionnaires received a number of young people have indicated that they would be prepared to become involved in helping develop out thinking and we will tap into this pool going forward.



**CARDIFF COUNCIL**  
**Appendix D**  
**Equality Impact Assessment**  
**Corporate Assessment Template**

<b>Policy/Strategy/Project/Procedure/Service/Function Title:</b>
<b>Supporting People Local Delivery Plan - 2018/19</b>
<b>New/Existing/Updating/Amending: Updating</b>

<b>Who is responsible for developing and implementing the Policy?</b>	
Name: Jane Thomas	Job Title: Assistant Director for Housing and Communities
Service Team: Supporting People Team	Service Area: Communities
Assessment Date: December 2017	

**1. What are the objectives of the Policy?**

<p>The Supporting People Programme (SPPG) provides housing related support services to some of the most vulnerable people in the city. Services include homeless hostels, domestic violence refuges, supported accommodation, floating support provided in the clients own home, and community alarm and warden services.</p> <p>The programme plays a significant part preventing homelessness by providing people with the support they need to live independently in their own homes. Early intervention through the programme can also reduce demand on other services such as health and social services.</p> <p>The Welsh Government require the Council to produce a spend plan each year to set out the way in which the grant funding is used. The programme is overseen by the Cardiff and Vale Regional Collaborative Committee which produces a Regional Commissioning Plan each year.</p> <p>In 2016 Cabinet agreed a phased approach to the recommissioning of services and this report contains an update on progress in this area.</p> <p>The Council has been taking a consultative approach to reviewing current services and developing a way forward for the next financial year and beyond. This is being done to ensure an evidenced based approach is taken, and that services delivered meet the needs of the most vulnerable based on needs and not on tenure.</p> <p>The objective of the policy is to continue to provide greater clarity on who needs support, the types of service that may be delivered using Supporting People funding, and how to determine if an individual is eligible for support.</p> <p>Through distribution of the grant Cardiff Council directly delivers or has contracts in place with charities, third sector organisations, Registered Social Landlords and other providers to deliver the majority of the support projects.</p>
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Support is provided through the grant for people:

- ➔ Where there is an identified need to help someone overcome a crisis or similar event.
- ➔ To resolve an immediate risk to a tenancy and thereby preventing imminent homelessness e.g. negotiating with the landlord with regards to repayment of arrears.
- ➔ To move-on from hostel, or temporary, accommodation e.g. assisting the service user to explore options for alternative housing.
- ➔ To deliver advice and assistance in meeting tenancy conditions e.g. for persistent anti-social behaviour including hoarding.
- ➔ Develop life skills for those leaving institutional care or similar settings.
- ➔ For the development of social skills e.g. support to avoid criminal or anti social behaviour.
- ➔ To encourage the development of Personal Safety e.g. provision of advice on restricting access to the property.
- ➔ To help in managing housing related finances e.g. low-level debt/budget advice or referral to appropriate agencies.
- ➔ To access enabling-based diversionary activities such as training, employment and volunteering e.g. by researching availability and access arrangements to local groups.
- ➔ To remove barriers to accessing community resources and support e.g. by providing advice on using public transport through purchasing tickets, accessing timetables etc.

The indication from the Welsh Government is that funding will remain at the current level of £16.2m for 2018-19. Preparations were being made for reductions in the grant allocation and whilst savings don't now apply this year the intention is to continue to re-align spend and delivery models in a structured and strategic way.

The Council has an ongoing process of procuring Supporting People services on the basis of competitive tendering. It has been identified that there are still a large number of providers and contracts in place for the programme which increases administration and prevents effective contract management; it is more difficult to ensure consistency of service delivery and to monitor quality and it prevents economies of scale being achieved.

In the current economic climate with reductions in funding still likely post 2019, smaller contracts are less likely to be sustainable but demand on housing support services for vulnerable people with complex needs is increasing. Overall there are opportunities to deliver greater economies of scale, reduce administration, improve contract management and improve the sustainability of services by significantly reducing the number of contracts. These efficiencies at a back office level can then be better utilised in front line delivery.

For 2018/19 the proposed approach to efficiently managing the grant are based on a set of agreed principles:

- Ensuring that services are based on need and that the most vulnerable service users are protected
- Delivering support at the appropriate level for the client, to enable and promote independence
- Taking an evidence based approach – considering voids/turnover, outcomes and service user feedback

- Ensuring services are sustainable
- Maximising the time spent on the client and reduce management costs by encouraging collaboration between providers
- Where possible, commissioning support in partnership with other public/third sector organisations
- Working with providers and other partners to develop service specifications that are outcome based and quality focussed

Applying these principles, the Council has implemented changes to the current funding arrangements, although overall the level of intended spend within each spend category is broadly similar to that of the current year. Early indications from the changes made suggest progress is being made and it is our intention to continue to review and refine the delivery of the supporting people programme.

The Local Spend Plan is a reflection of regular and ongoing engagement with all stakeholders and direct discussions with individual providers and reflects our priorities for 2018/19.

Wherever possible a joined up approach has been taken to the delivery of Supporting People services through recommissioning services, working across departmental and grant funding boundaries to commission comprehensive services for clients.

**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.]**

The Supporting People Programme is funded by the Welsh Government to enable housing-related support to be provided to a wide range of vulnerable groups. These services are vital in assisting vulnerable people to develop and maintain skills to live independently, and to prevent homelessness. Services in Cardiff currently receive £16.2 million in total through the Supporting People Programme.

The single funding stream was allocated to local authorities in 2012 to administer with the allocated amount based on a new distribution formula. In addition, multi-sector committees were established to provide a collaborative approach to the administration of Supporting People funding. A multi-agency Regional Collaborative Committee (RCC) for the Vale of Glamorgan and Cardiff has been operating since November 2012.

As a result of the redistribution of the grant, Cardiff's allocation has reduced by 15% between 2013 and 2015/16. Despite this there has been only limited disruption to services as efficiencies have been made by commissioners and service providers.

Consultation has been ongoing with providers for some time, and following on from the formal consultation on the 'Revised Approach to Supporting People Funding' in 2014, consultation has remained a key component and has contributed to the developments within the supporting people programme in Cardiff.

Based on data from service providers relating to 2016/17, the characteristics of the client

base was as follows:

### *Disability*

Nearly 26% of service users described themselves as having a disability.

### *Race*

Service users described their racial background as follows with the racial split for the population of Cardiff as a whole (Source: 2010 MYE ONS) given in brackets:

- ❖ White – 61% (92%)
- ❖ Black – 7% (1%)
- ❖ Asian – 5% (4%)
- ❖ Mixed Race – 5% (2%)
- ❖ Other – 4% (1%)
- ❖ Not Known – 18%

### *Gender*

The gender split of service users was:

- ❖ Female – 53.85%
- ❖ Male – 46.04%
- ❖ Transgender – 0.11%

### **Population predictions are contained below:**

General population information

### *Gender*

Vale and Cardiff (StatsWales 2015)

	<b>2017</b>	<b>2018</b>	<b>2019</b>
Males 18 and over	194,272	196,204	198,133
Females 18 and over	203,360	204,999	206,508
Total 18 and over	397,632	401,203	404,641

### *Age*

Vale and Cardiff (StatsWales 2015)

	<b>2017</b>	<b>2018</b>	<b>2019</b>
18 – 64 years old	318,922	320,886	322,689
65 and over	78,710	80,317	81,952
Total	397,632	401,203	404,641

### **Women experiencing Domestic Abuse**

2012/13 7.1% of women reported having experienced any type of domestic abuse (ONS). Therefore based on the projection of the number of women aged over 18, the following is the projection of women experiencing domestic abuse.

	<b>2017</b>	<b>2018</b>	<b>2019</b>
Cardiff	10,663	10,764	10,860

### **Men experiencing Domestic Abuse**

2012/13 4.4% of men reported having experienced any type of domestic abuse (ONS). Therefore based on the projection of the number of men aged over 18, the following is

the projection of men experiencing domestic abuse.

	2017	2018	2019
Cardiff	6,364	6,439	6,515

### **People with Learning Disabilities**

Daffodil projected 6,967 people with Learning Disabilities (including Downs syndrome) for 2014. Based on these figures the estimates for the number of people with Learning Disabilities based are:

	2017	2018	2019
Cardiff	7,212	7,288	7,363

### **People with Mental Health issues**

Daffodil projected 71,989 people with a mental health issue and early onset dementia in 2014. Based on these figures and the StatsWales population projections the estimates for the number of people with mental health issues are:

	2017	2018	2019
Cardiff	74,516	75,301	76,082

### **People with Substance Misuse Issues (Alcohol)**

Daffodil projected 80,311 for people with a substance misuse issue (alcohol) in 2014. Based on these figures the estimates for the number of people with substance misuse issues (alcohol) are:

	2017	2018	2019
Cardiff	83,131	84,006	84,877

### **People with Substance Misuse Issues (Drugs and Volatile substances)**

Daffodil projected 47,392 people with substance misuse issues (drug and volatile substances) for people aged 16-59 in 2014. There are no statistics on Daffodil for those 60 or over. Based on these figures and the StatsWales population projections the estimate for the number of people with substance misuse issues (drug and volatile substances) are:

	2017	2018	2019
Cardiff	38,256	38,658	39,059

### **People with Criminal Offending History**

Information on the ONS and MoJ websites showed that from October 2011 to October 2012 probation worked with 226,103 people, given the mid-2012 population estimate of 56,567,800 this would equate to 0.4% of the population. Based on these figures and the StatsWales population projections the estimates for the number of people with a criminal offending history are:

	2017	2018	2019
Cardiff	1,185	1,198	1,210

### People with Refugee Status

The Welsh Refugee Council identified that in 2006 there were around 13,000 refugees and asylum seekers in Wales. In 2008, 1,640 people were dispersed to Wales with 980 in Cardiff. There are an estimated 35 people dispersed to Wales every week, if the split remains the same as in 2008, this means an additional 1,088 per year arriving in Cardiff. If this trend continues the following are the projections for refugee and asylum seekers:

	2017	2018	2019
Cardiff	19,520	20,608	21,696

### People with Physical and/or Sensory Disabilities

Daffodil projected 44,375 Cardiff people to have a hearing impairment, visual impairment and mobility issues in 2014. Based on these figures and the StatsWales population projections the estimates for the number of people with physical and/or sensory disabilities are:

	2017	2018	2019
Cardiff	45,933	46,417	46,898

### People with Developmental Disorders

Daffodil projected that 2,798 Cardiff people were on the autistic spectrum in 2014. There are no other specific figures for other development disorders. Based on these figures and the StatsWales population projections the estimates for the number of people with development disorders (i.e. autism) are:

	2017	2018	2019
Cardiff	2,896	2,927	2,957

### People with Chronic Illnesses (including HIV, Aids)

Daffodil provides population projections for chronic illness under the categories: Limiting Long term illness; Bronchitis/emphysema; Cancer; Diabetes; Heart Condition and Stroke. The projection for 2014 was 84,386 Cardiff for all of these added together (those with multiple conditions will be counted twice as there is no way to identify them). Based on these figures with the StatsWales population projections the estimates for the number of people with chronic illnesses are:

	2017	2018	2019
Cardiff	2,896	2,927	2,957

### Young People who are Care Leavers

StatsWales provides figures on the number of care leavers aged 19, using this data over a number of years provided a figure of 467 Cardiff) care leavers aged 16-24 years old in 2014. Based on these figures along with the StatsWales population projections for 16-24 year olds the estimates for the number of people who are care leavers are:

	2017	2018	2019
Cardiff	2,896	2,927	2,957

### **Young People with Support Needs (16 to 24)**

StatsWales provides population projections by age, the following are the projections for 16 to 24 year olds.

	<b>2017</b>	<b>2018</b>	<b>2019</b>
Cardiff	60,034	59,291	58,861

### **Single Parent Families with Support Needs**

StatsWales provides projections for the number of single parent families, the following are the projections:

	<b>2017</b>	<b>2018</b>	<b>2019</b>
Cardiff	10,128	10,216	10,311

### **Single Parent Families Accepted as Homeless**

In 2013/14 the number of single parent households who were accepted as homeless (StatsWales) for the Cardiff was 250. Based on the estimated number of single parent households this would mean the following projections:

	<b>2017</b>	<b>2018</b>	<b>2019</b>
Cardiff	459	463	467

### **Families with Support Needs**

StatsWales provides projections for the number of families (not including single parent families). The following are the projections:

	<b>2017</b>	<b>2018</b>	<b>2019</b>
Cardiff	31,576	31,977	32,409

### **Families Accepted as Homeless**

In 2013/14 the number of two parent households who were accepted as homeless (StatsWales) for Cardiff was 80. Based on the projections from StatsWales the number of two parent households who may be accepted as homeless are:

	<b>2017</b>	<b>2018</b>	<b>2019</b>
Cardiff	83	84	85

### **Single People with Support Needs not listed above (25-54)**

StatsWales provides population projections by age, the following are the projections for 25 to 54 year olds.

	<b>2017</b>	<b>2018</b>	<b>2019</b>
Cardiff	153,498	155,509	157,139

### **People over 55 years of age with Support needs (excluding alarms)**

StatsWales provides population projections by age, the following are the projections for 55 year olds and over.

	<b>2017</b>	<b>2018</b>	<b>2019</b>
Cardiff	88,394	90,129	91,957

The population projection estimates for 55 and over, are for all in the age group. There is no method for calculating how many of them are covered by the other categories.

### 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?

	<b>Yes</b>	<b>No</b>	<b>N/A</b>
Up to 18 years	✓		
18 - 65 years	✓		
Over 65 years	✓		

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

Housing-related support services are accessible to vulnerable people aged 16 and over, where they have been assessed to need it, meaning any changes to services will have an effect on all ages. Some services are aimed at particular age groups and changes to some of these projects may have a differential impact. Specific services geared to those aged 16-24 and 60+ will be affected as the model of support will change for many.

#### **Older People**

Welsh Government guidance requires a move away from support based on tenure and towards a service based on need; for example it is no longer possible to fund a warden support service to all residents of sheltered accommodation just by virtue of being a resident. Many social landlords, including the Council, have implemented this change already and the remainder will have done so by the end of this year. Many social landlords have retained their scheme manager / warden funded through rental income, minimising the impact to tenants.

As a result of this change the number of contracts for older persons' accommodation based support had reduced. As a contingency arrangement, capacity within older persons floating support services was increased however this additional capacity has not been used and demand for this service is low with only 18 older people receiving a service at present.

The Council's development of the Independent Living Service has brought better co-ordination of services addressing the needs of older persons living in the community,



providing help to access a wide range of support such as advice on benefits, grants, disabled adaptations, home energy efficiency and support to avoid social isolation. The further development of the service will include support for older people leaving hospital and low level support to help people live independently.

There is sufficient capacity within the newly commissioned Generic Floating Support Service to meet current demand for housing related support from older persons. This together with services offered by Independent Living will more than meet the current demand for older persons support and therefore it is not proposed to commission a specific older persons floating support service. It is proposed to cease funding for the current older persons floating support service during 2018/19. To ensure that no older person is left without the support they need, each current client of the service will have their support needs reviewed by Independent Living Officers, a holistic approach will be taken ensuring that the full needs are met by appropriate alternative provision.

Contracts for Supporting People funded housing related support services within Extracare schemes will continue. Extra care schemes provide the opportunity for people with significant care needs to live as active and independent lives as possible, living in their own homes with support tailored to their individual needs providing a real alternative to residential care.

Alarm services - Spend on alarms will also reduce following changes to bring these in line with the grant terms and conditions that 'funding for alarm services should cover the emergency alarm element only and this should only be for those with an identified need.'

### **Young people aged 16-24**

Will also be effected by the recommissioning of supported accommodation and specialist floating support services. This type of support makes up a significant part of the Supporting People Programme and supports some of the most vulnerable clients such as those with mental health and substance misuse issues and young people.

To ensure that the recommissioning process was client focused this phase has been further broken down with the initial focus on services for young people. This focus has allowed a joined up approach to be taken to commissioning which is a natural next step for the cross directorate partnership that has already been established between Housing and Children Services to address the need of this client group.

In October 2015 the Council established a Young Person's Gateway to manage accommodation and support services for young people. Previously services for homeless young people operated separately from services for 'looked after children'.

Housing options officers, social workers and support workers from Llamau, a third sector organisation, are now co-located within the Gateway, which is located in Charles Street. When a young person presents as homeless to the Gateway assessments can be carried out as to the young persons need, and the Council's duties both under the Children's and Homelessness legislation. Appropriate mediation takes place to prevent homelessness but where this is not possible the young person has access to a range of supported accommodation.

Since the establishment of the Gateway the mediation work to prevent homelessness has had a positive outcome in over 55% of cases and more than 550 young people have been housed without use of bed and breakfast accommodation. The Gateway has demonstrated the benefits of operating services in a joined-up way, using different funding streams to create clear support pathways to assist vulnerable people towards independence. This approach has been recognised as good practice by the Welsh Government.

More recently the possibility of developing a One Stop Shop for young people has been considered. This could bring together the work already carried out at the Gateway with the Youth Service's mentoring provision available at Grassroots, also in Charles Street, to develop a comprehensive service for young people. By combining this existing provision and incorporating other services such as money advice, into work and health services under one roof, this could provide a complete service for young people needing advice. This approach would bring Cardiff very much in line with good practice in this area as set out in the Positive Pathway. If it is not possible to develop the One Stop Shop services will continue as currently in their separate locations.

The services to be recommissioned externally as part of the current phased process are as follows:

- Housing Advice, Family Mediation and Homelessness Prevention Service
- Accommodation for Young People – Emergency Accommodation; Hostel Accommodation; Supported Accommodation
- Move On Support and Tenancy Rescue - Housing Related Floating Support, Homelessness Prevention Support; Support for young people moving into Training Tenancies and help to access private rented accommodation.

It is anticipated that the recommissioning project will replace 17 existing contracts. This current complex arrangement of providers and contracts increases administration, hampers effective contract and quality management, and prevents economies of scale being achieved. In the current economic climate, with reductions in funding likely and increased pressure on resources, continuing with smaller contracts is neither practical nor sustainable.

Fewer contracts for the services would not only resolve the issues outlined above but would also allow a more joined up approach to be taken with young people moving seamlessly through a clear pathway of services towards independence. There would be greater flexibility to respond to individual need and to change services as demand changes over time.

**Homelessness Prevention Projects** – in 2017/18 a grant programme was supported to allow third sector organisations to bring forward innovative proposals for new ways of working. These included:

- The Compass Project – intensive support for those who are entrenched rough sleepers or who experience a revolving cycle of frontline accommodation, prison, mental health rehabilitation, hospital and rough sleeping.
- Housing First Project – providing mainstream accommodation for rough sleepers; with flexible support for as long as it is needed
- Cardiff Solutions Project - aims to provide assistance to individuals who do not wish to access services through more formal settings by using the Wallich

Night Shelter.

- Ty Tarian - provides homeless women who are being exploited or who are at risk of exploitation to access to secure, female-only hostel accommodation with 24 hour support.

The number of rough sleepers in Cardiff has been increasing over recent years. The projects above as well as the expansion of the Council's own Outreach service have been developed to encourage rough sleepers to engage with services. Early indications from these projects suggest progress is being made and it is our intention to continue funding these projects for 2018/19.

**Homelessness Support Service** – This service operated by the Councils Housing Options service will work to prevent and address homelessness by assisting families and vulnerable individuals to prepare for, access and relocate to accommodation in the private rented sector.

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

It is anticipated that any differential impact will be positive, careful targeting of support will take place to ensure that it is appropriate to need with each of the characteristics to ensure that no group are unduly impacted. In addition, the new approaches, grant funded and recommissioned services may benefit a far greater number of vulnerable young and older people the City through the increased capacity in frontline services to target those people that need it the most.

To ensure that no older person is left without the support they need each current client of the service affected will be consulted on the changes and have their support needs reviewed by Independent Living Officers, a holistic approach will be taken ensuring that the full needs are met by appropriate alternative provision.

**3.2 Disability**

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

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

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

There are no specific proposals that will have any differential impact for these clients

<b>What action(s) can you take to address the differential impact?</b>
It is anticipated that there will be no differential impact, however consultations and analysis of feedback will continue to ensure that if any differential impact will be identified and addressed.

### 3.3 Gender Reassignment

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive]** 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)		✓	

<b>Please give details/consequences of the differential impact, and provide supporting evidence, if any.</b>
There are no specific proposals that will have any differential impact for these clients.
<b>What action(s) can you take to address the differential impact?</b>
It is anticipated that there will be no differential impact, however consultations and analysis of feedback will continue to ensure that if any differential impact will be identified and addressed.

### 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		✓	
Civil Partnership		✓	

<b>Please give details/consequences of the differential impact, and provide supporting evidence, if any.</b>
There are no specific proposals that will have any differential impact for these clients.
<b>What action(s) can you take to address the differential impact?</b>
It is anticipated that there will be no differential impact, however consultations and analysis of feedback will continue to ensure that if any differential impact will be identified and addressed.

### 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		✓	
Maternity		✓	

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

There are no specific proposals that will have any differential impact for these clients

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

It is anticipated that there will be no differential impact, however consultations and analysis of feedback will continue to ensure that if any differential impact will be identified and addressed.

### 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		✓	
Mixed / Multiple Ethnic Groups		✓	
Asian / Asian British		✓	
Black / African / Caribbean / Black British		✓	
Other Ethnic Groups		✓	

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

There are no specific proposals that will have any differential impact for these clients.

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

It is anticipated that there will be no differential impact, however consultations and analysis of feedback will continue to ensure that if any differential impact will be identified and addressed.

### 3.7 Religion, Belief or Non-Belief

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

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

<b>Please give details/consequences of the differential impact, and provide supporting evidence, if any.</b>
There are no specific proposals that will have any differential impact for these clients
<b>What action(s) can you take to address the differential impact?</b>
It is anticipated that there will be no differential impact, however consultations and analysis of feedback will continue to ensure that if any differential impact will be identified and addressed.

### 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		✓	
Women		✓	

<b>Please give details/consequences of the differential impact, and provide supporting evidence, if any.</b>
<b>Women at risk of domestic abuse</b> – Spend in this area is expected to increase to reflect the need to carry out more preventative work. Previously services focused only on victims at medium or high risk of abuse. Intervening at an early stage while risk is lower could prevent abuse from escalating and is in line with the new legislation. A service for standard risk victims has been built into the new Gender Specific services which are currently being recommissioned.
In addition, the new approach and recommissioned service may benefit a far greater number of people the City.
<b>What action(s) can you take to address the differential impact?</b>
A detailed Equality Impact Assessment has been completed on the plans to recommission the service:

### 3.9 Sexual Orientation

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

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

<b>Please give details/consequences of the differential impact, and provide</b>
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<b>supporting evidence, if any.</b>
There are no specific proposals that will have any differential impact for these clients.
<b>What action(s) can you take to address the differential impact?</b>
It is anticipated that there will be no differential impact, however consultations and analysis of feedback will continue to ensure that if any differential impact will be identified and addressed.

### 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		✓	

<b>Please give details/consequences of the differential impact, and provide supporting evidence, if any.</b>
Welsh language requirements will be complied with
<b>What action(s) can you take to address the differential impact?</b>
N/A

## 4. Consultation and Engagement

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

<p>Through the provider and stakeholder consultation groups, consideration was given to ways in which we could engage and consult with service users. These groups routinely discussed that “no one size fits all”, and so a flexible approach has been developed. There are a number of barriers to service user engagement, not least the array of client groups, transient nature of some service users and services, impartiality and general willingness to take part.</p> <p>Examples of service user engagement are detailed below:</p> <ul style="list-style-type: none"> <li>• Prior to the procurement of the Generic Floating Support service a survey was posted to 607 former users of the service. As well as returning the survey in paper format, users were given the option of completing the survey electronically through the Council’s website. A total of 62 responses were received, 10% of those sent out. While a low number this was considered a reasonable sample level for this hard to reach group and the draft service specification was amended following the comments received.</li> <li>• From the returns a number of people indicated that they would be willing to engage further with commissioners and to take part in the evaluation of submitted tenders. Initial engagement went well with three former service users taking part in early discussions. However none were able to attend on the day of the tenderers presentations.</li> <li>• To help inform the recommissioning of gender specific/domestic abuse services the Housing teams in Cardiff and the Vale of Glamorgan Council approached Cardiff</li> </ul>
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Research Centre to support some research activities with service users who have experienced domestic abuse in the last three years. The Cardiff Research Centre worked with the Domestic Abuse Co-ordinator from Cardiff Council, and the Domestic Violence & Sexual Abuse Co-ordinator from the Vale of Glamorgan Council to devise a questionnaire, which was developed into a bi-lingual online survey.

- The survey was disseminated by the Housing Teams in both Cardiff and the Vale to relevant stakeholder groups and online access was shared widely. Where required, paper copies of the survey were made available to support workers to distribute to those without access to the online version.
- To help inform the commissioning of services for male victims of domestic abuse in August 2016 service user interviews took place. Three men were interviewed, two of which were in heterosexual relationships and 1 was in a same sex relationship. Given the very small number of men interviewed, their views cannot be considered to be representative of all male victims of domestic abuse living in Cardiff. However, there were some themes that were identified that will be considered in more detail when thinking about the support needs required by male victims and how best to advertise the services available.
- To help inform the recommissioning of Young People's services a Service User Listening Event for Care Leavers, in partnership with Children's Services and led by NYAS (Cymru) was held in March 2016.
- In 2017, a questionnaire was devised to ask young people about their experiences of supported accommodation and what they thought could be done to improve the service they received. Staff from the Housing Options Centre used the questionnaire to conduct face to face interviews plus telephone surveys with young people as they moved through the Young Person's Gateway.
- Throughout the summer and autumn of 2017, Young People who attended training to prepare them to move into Training Tenancy flats were also asked to complete the questionnaire.
- In November 2017 a consultation event was facilitated by Children's Services with support from Housing & Communities. The event was designed to probe more deeply the issues raised in the questionnaire and to gauge reaction to the Independent Living Checklist that had been developed to assess and monitor the progress made by young people on their journey through support. A total of 14 young people attended this event, some from a care background and others who had been accepted as homeless.
- The RCC set up an Older Persons Task & Finish Group, consisting of landlord and service user representatives to consider the changes required to older persons support services. This as well as discussions and negotiations with individual providers of older persons services resulted in fundamental changes to the way support services are delivered, particularly in sheltered schemes, to those assessed to need it. Further eligibility criteria for funding community alarm services based on need was formulated through the task & finish group and the criteria will apply to all new community alarm service clients from April 2018. The 18 older people that are



affected by the changes proposed will be individually consulted with to ensure their views are taken into account during the service changes.

As progress is made each service reviewed the client group affected will be invited to tell us how they currently receive services, what they currently value about that provision, and what could be delivered differently. This will enable resources to focus on genuinely improving outcomes for residents of Cardiff in a more flexible and appropriate manner.

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

Groups	Actions
Age Older People	<p>It is anticipated that there will be no differential impact, however consultation and analysis of feedback will continue to ensure any differential impact is identified and will be addressed.</p> <p>In addition, the new approaches, grant funded and recommissioned services may benefit a far greater number of vulnerable young and older people the City through the increased capacity in frontline services to target those people that need it the most.</p> <p>There is sufficient capacity within the newly commissioned Generic Floating Support Service to meet current demand for housing related support from older persons. This together with services offered by Independent Living will more than meet the current demand for older persons support and therefore it is not proposed to commission a specific older persons floating support service.</p> <p>To ensure that no older person is left without the support they need each current client of the service affected will be consulted on the changes and have their support needs reviewed by Independent Living Officers, a holistic approach will be taken ensuring that the full needs are met by appropriate alternative provision.</p>
Age Young People	<p>A detailed Equality Impact Assessment included on the recommissioning plans due to take place next year. Although none anticipated, careful targeting of support will take place to ensure that it is appropriate to need with each of the age groups are unduly impacted.</p>
Disability Gender Reassignment Marriage & Civil Partnership Pregnancy & Maternity	See below.

Race	
Religion/Belief	
Sex	
Sexual Orientation	
Welsh Language	N/A
Generic Over-Arching [applicable to all the above groups]	<p>The principles integral to the proposals</p> <ul style="list-style-type: none"> <li>• Ensuring that services are based on need and that the most vulnerable service users are protected</li> <li>• Promoting independence and delivering support at the lowest appropriate level to meet clients needs</li> <li>• Taking an evidence based approach – considering voids/turnover, outcomes and service user feedback</li> <li>• Ensuring services are sustainable</li> <li>• Maximising the time spent on the client and reduce management costs by encouraging collaboration between providers</li> <li>• Where possible, commissioning support in partnership with other public/third sector organisations</li> <li>• Working with providers and other partners to develop service specifications that are outcome based and quality focussed will ensure that support continues to be available to those that need it most and that use of other existing services is also maximised.</li> </ul> <p>As well as robust monitoring as progress is made each service will be reviewed through the Supporting People Programme, the client group affected will be invited to tell us how they currently receive services, what they currently value about that provision, and what could be delivered differently.</p>

## 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 : Neil Sutcliffe	Date: 07/12/17
Designation: Supporting People & Commissioning Manager	
Approved By: Louise Bassett	
Designation: Partnership Delivery Team Leader	
Service Area: Communities	

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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Equality Impact Assessment  
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**Policy/Strategy/Project/Procedure/Service/Function Title:**

**Recommissioning of Accommodation & Support Services for Young People**

**New/Existing/Updating/Amending:** New

**Who is responsible for developing and implementing the Policy?**

Name: Jane Thomas

Job Title: AD (Housing & Communities)

Service Team: Housing & Communities

Service Area: Communities, Housing and Customer Services

Assessment Date: December 2017

**1. What are the objectives of the Policy?**

To recommission housing-related support services for young people. The recommissioning process will be undertaken in line with procurement and legal advice and in consultation with providers and services users, to secure quality services for service users and best value for Commissioners.

**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.]**

**Support Services for Young People**

**Background**

1. There are currently 9 providers delivering 17 different accommodation and support projects for young people, funded by 3 funding streams managed by the Council:
  - Supporting People Funding
  - Families First Funding
  - Children's Services funding
2. The Council currently receives Supporting People Programme Grant to provide housing-related support services. The Council commissions these services from third sector providers and, based on advice from both Legal Services and Commissioning & Procurement, has embarked on a phased recommissioning of the services. EIAs have already been prepared relating to the recommissioning of Generic Floating Support and Gender Specific services.

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3. Local Authorities have a duty to assess and meet the needs of eligible young people aged 16 plus who are homeless and to assist former Looked After Children with regards to their housing, education, training and employment. One of the Council's four corporate priorities is the supporting of vulnerable people. The Council believes that how we treat people in most need of support is a real test of the values of our city. This support aligns well with the preventative work required under the Housing (Wales) Act and Social Services and Wellbeing (Wales) Act.
4. There are three separate but interlinked support elements that are being commissioned: a 'one stop shop'; supported accommodation; and move-on accommodation and support.
- One Stop Shop** – In October 2015 the Council established a Young Person's Gateway to manage all accommodation and support for young people. The service operates as a partnership between Homelessness, Children's Services and Llamau, a third sector organisation which carries out homeless prevention and mediation services. It is intended to recommission the prevention and mediation work.
- Supported Accommodation** - There are currently 9 providers delivering accommodation under 15 different contracts, with the size of the contracts ranging from 4 units to 29 units. Overall 159 units of support are provided; generally a unit equates to a room.
- Move-on and support** – The Contractor will be expected to facilitate a range of safe, decent and affordable independent housing options. Floating support will be delivered in the home for young people moving into independent living accommodation. This will include training tenancies in social housing and support in the private rented sector.
5. The large number of providers and contracts increases administration and prevents effective contract management; it is more difficult to ensure consistency of service delivery and to monitor quality and it prevents economies of scale being achieved. In the current economic climate with reduction in funding likely, smaller contracts are less likely to be sustainable. It is also more difficult to ensure continuity of support for the young people under the current arrangements.
6. Overall there are opportunities to deliver greater economies of scale, reduce administration, improve contract management, improve the sustainability of services and improve the services users' journey by significantly reducing the number of contracts.

**Proposal**

7. It is therefore proposed to commission two larger contracts, both to deliver a mix of supported accommodation and floating support services for young people.

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8. The reduction in the number of contracts should generate significant economies of scale; it will also reduce administration and allow for more robust contract management. Only having two contractors will also allow greater alignment with council services and promote consistency of service for clients.

**Data Review**

A review of data relating to young people supported under the current contracts was undertaken.

**Supported Young People - 2016/17 data**

Gender		
Male	261	42.0%
Female	357	57.5%
Transgender	3	0.5%
<b>Total</b>	<b>621</b>	

Disability		
Male	27	4.3%
Female	26	4.2%
Transgender	0	0.0%
Total disabled	53	8.5%
<b>Total</b>	<b>621</b>	

Use of services was higher among women than among men and higher than for this age group in Cardiff as a whole where women make up 50.9% of the population aged 16 to 24.

The numbers identifying as disabled (8.5%) was nearly twice the level (4.6%) in the Cardiff population in this age group identifying as having a long-term health problem or disability.

Ethnicity		
White	476	76.6%
Mixed	56	9.0%
Asian	29	4.7%
Black	54	8.7%
Other	3	0.5%
Not Known	3	0.5%
<b>Total</b>	<b>621</b>	

Sexuality		
Heterosexual	554	89.2%
Gay	7	1.1%
Lesbian	6	1.0%
Bisexual	16	2.6%
Not Known	38	6.1%
<b>Total</b>	<b>621</b>	

Relatively few service users were from an Asian (4.7%) or White (76.6%) background compared to the population in the 16-24 age cohort in Cardiff as a whole (9.0% and 83.1% respectively), while the service users of Black (8.7%) and Mixed (9.0%) ethnicity is higher (2.0% and 3.5% respectively) than the equivalent figures for Cardiff.

[Source of Cardiff population figures: 2011 Census]

An analysis of sexuality was not available in the Census data.

**3 Assess Impact on the Protected Characteristics**

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**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.**

Support for young people will be enhanced and monitoring of the outcome of services will improve as a result of the recommissioning.

The expectation is that the level of service to young people will remain unchanged however spend may reduce following recommissioning as it is anticipated that economies of scale will be delivered. It is not anticipated that there will be any reduction in the number of clients supported, however the type of service provision is likely to change following the completion of the full needs assessment.

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

Positive impact is expected, careful specification of services will ensure that services for young people improve as a result of the recommissioning.

**3.2 Disability**

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [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			

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

The demographic data in the Data Review above shows that a high number of clients identify as disabled.



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Table A: Young People who Identify as Disabled

Lead Needs	%age
Learning Disabilities	9
Mental Health	58
Developmental Disorder	3
Substance misuse*	30

\*For Supporting People reporting purposes includes substance misuse / alcohol

The figures in Table A above show the clients' identified needs in more detail. Of those young people who identified as having a disability, a very high level (58%) quoted mental health issues as a lead need.

It is not anticipated that there will be any negative impact on these clients. Positive impacts are anticipated from the greater expertise expected under the new arrangements in helping those with mental health difficulties. Accessible accommodation will also be a requirement of the new service.

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

The specification of services will require that the provider have expertise in mental health issues in young people.

Careful monitoring and targeting of support will take place to ensure that no service users are unduly impacted by the change and that the most vulnerable are supported.

The Contractor will be advised of all the current available units for accommodation-based support and the specification makes a requirement that some of the units to be used in the service delivery must be suitable for those with disabilities. The details of which existing units are Disability Discrimination Act compliant will be identified.

Providers will also be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all clients. Provision for equality and diversity will be key criteria in the tender assessment and in ongoing performance monitoring.

**3.3 Gender Reassignment**

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive]** 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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**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

Currently services are provided to a very small number of clients identifying as transgender. It is anticipated that the new arrangements will make it easier to move individuals between schemes to ensure appropriate accommodation is provided for the most vulnerable young people.

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

No negative impact anticipated, however careful monitoring and targeting of support will take place to ensure that no service users are unduly impacted by the change and that the most vulnerable are supported.

Providers will also be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all clients. Provision for equality and diversity will be key criteria in the tender assessment and in ongoing performance monitoring.

**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	

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

No negative impact is expected as part of the change.

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

As a rule the Young Person's Gateway does not generally accommodate couples. There are exceptions to this rule, but these are rare. Alternative provision exists to accommodate couples. No negative impact anticipated, however careful monitoring and targeting of support will take place to ensure that no groups are unduly impacted by the change.

Providers will also be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all clients. Provision for equality and diversity will be key criteria in the tender assessment.

**3.5 Pregnancy and Maternity**

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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.**

The change will have a positive impact. Part of the service supports those who are pregnant. Provision for those with children will be dealt with as part of a separate commissioning process, and in the interim these services will remain unaffected.

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

Delivery of the contract as outlined in the service specification will address the delivery of services to those who are pregnant. (NB those with children will be assisted via the separate recommissioning of Family Accommodation.)

Provision for equality and diversity will be key criteria in the tender assessment and in ongoing performance monitoring to ensure that no groups are unduly impacted by the change and that the most vulnerable are supported.

**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.**

There is a differential impact identified as there is a high level of young people who identify as mixed race or black. It is anticipated the impact will be positive due to improvements in services. ...

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

No negative impact anticipated, however careful monitoring and targeting of support will take place to ensure that no groups are unduly impacted by the change and that the

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most vulnerable are supported

Providers will also be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all clients. Provision for equality and diversity will be key criteria in the tender assessment and in ongoing performance monitoring.

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

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [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 identified.

**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 groups are unduly impacted by the change and that the most vulnerable are supported.

Providers will also be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all clients. Provision for equality and diversity will be key criteria in the tender assessment and in ongoing performance monitoring.

**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		X	
Women	X		

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

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<b>if any.</b>
There will be a differential impact as a result of the changes as there are a higher proportion of clients of services for young people who are female. The differential impact will be positive as it is anticipated that units of support will be sufficient to assist current client numbers. Indeed there could be positive impacts for both male and female clients as a result of the joined up services and clear pathway.
<b>What action(s) can you take to address the differential impact?</b>
None anticipated, however careful monitoring and targeting of support will take place to ensure that no service users are unduly impacted by the change and that the most vulnerable are supported  Providers will also be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all clients. Provision for equality and diversity will be key criteria in the tender assessment and in ongoing performance monitoring.

**Sexual Orientation**

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

	<b>Yes</b>	<b>No</b>	<b>N/A</b>
Bisexual		X	
Gay Men		X	
Gay Women/Lesbians		X	
Heterosexual/Straight		X	

<b>Please give details/consequences of the differential impact, and provide supporting evidence, if any.</b>
No impact identified.
<b>What action(s) can you take to address the differential impact?</b>
Delivery of the contract as outlined in the service specification will address the delivery of services to those with any sexual orientation and ensure that no groups are unduly impacted by the change.  Providers will also be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all clients. Provision for equality and diversity will be key criteria in the tender assessment and in ongoing performance monitoring.

**3.10 Welsh Language**

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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.**

All Welsh language policies will be followed. Service users should be able to express a language preference upon first contact with services.

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

The Welsh Language Act has been identified in the service specification in terms of requiring the Contractor to ensure they can facilitate responding to initial enquiries in the Welsh language where required and that all publicity materials must be bilingual as a minimum.

Delivery of the contract as outlined in the service specification will address the delivery of services in Welsh insofar as it is manageable within the contract amount.

Provision for equality and diversity will be key criteria in the tender assessment and in ongoing performance monitoring to ensure that no groups are unduly impacted by the change.

#### 4. Consultation and Engagement

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

Consultation has taken place with current and prospective providers of services. Two workshops have taken place with all organisations that express an interest in tendering for the contract(s) having been invited to participate. A further workshop is planned for early 2018. These have and will provide an opportunity for potential suppliers to be involved in the design of services and to help inform the type and quality of services to be commissioned.

Consultation has taken place with service users to establish views on current services and what young people would like to change. These views will inform the specification for services.

It is proposed to involve service users in the evaluation of the tenders at the presentation stage.

Consultation on the specification of services will take place with representatives from Cardiff and Vale University Health Board, Careers Wales, the National Youth Advocacy Service and Registered Social Landlords.

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

4.C.400	Issue 1	Nov 11	Process Owner: Rachel Jones	Authorised: Rachel Jones	Page 10
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<b>Groups</b>	<b>Actions</b>
Age	<p>The specification of services will require that the provider have expertise in mental health issues.</p> <p>Careful monitoring and targeting of support will take place to ensure that no service users are unduly impacted by the change and that the most vulnerable are supported</p> <p>Providers will also be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all clients. Provision for equality and diversity will be key criteria in the tender assessment and in ongoing performance monitoring.</p> <p>The details of which existing units are Disability Discrimination Act compliant will be identified. This information to be sourced from the current landlords.</p>
Disability	
Gender Reassignment	
Marriage & Civil Partnership	
Pregnancy & Maternity	
Race	
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 : Jane Thomas	Date:
Designation: Assistant Director Housing and Communities	
Approved By: Sarah McGill	
Designation: Director of Communities, Housing and Customer Services	
Service Area: Housing & Communities	

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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