

A Report of: Community & Adult Services Scrutiny Committee

Annual Report 2017 – 2018



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

COMMUNITY & ADULT SERVICES SCRUTINY

COMMITTEE MEMBERSHIP



Councillor Ali Ahmed







Councillor Susan Goddard



Councillor Shaun Jenkins



Councillor Kathryn Kelloway



(Chairperson) Councillor Mary McGarry



Councillor Sue Lent

TERMS OF REFERENCE OF THE COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE

To scrutinise, measure and actively promote improvement in the Council's performance in the provision of services and compliance with Council policies, aims and objectives in the area of community and adult services, including:

- Public and Private Housing
- Disabled Facilities Grants
- Community Safety
- Neighbourhood Renewal and Communities Next
- Advice & Benefit
- Consumer Protection
- Older Persons Strategy
- Adult Social Care
- Community Care Services
- Mental Health & Physical Impairment
- Commissioning Strategy
- Health Partnership

To assess the impact of partnerships with and resources and services provided by external organisations including the Welsh Government, joint local government services, Welsh Government-sponsored public bodies and quasi-departmental non-governmental bodies on the effectiveness of Council service delivery.

To report to an appropriate Cabinet or Council meeting on its findings and to make recommendations on measures which may enhance Council performance and service delivery in this area.

To be the Council's Crime and Disorder Committee as required by the Police and Justice Act 2006 and any re-enactment or modification thereof; and as full delegate of the Council to exercise all the powers and functions permitted under that Act.

CHAIR'S FOREWORD



Councillor Mary McGarry Chair, Community & Adult Services Scrutiny Committee

OVERVIEW

The Community and Adult Services Scrutiny Committee plays an important role in assessing service performance and informing service and policy development across a range of Council services, including all aspects of housing, neighbourhood renewal and adult social care. The Committee is also the Council's crime and disorder scrutiny committee.

One of the main aims of this Committee is to look at things from a service user and citizen perspective and use this to inform our observations and recommendations to the Cabinet. We have invited contributions to our work from carers, advocates, citizens, partners and the third sector as well as hearing from Council Members, officers, statutory organisations and feedback from service users.

Between June 2017 and May 2018, the Committee scrutinised the following topics:

- **Pre decision** Where the Committee has evaluated and commented on policy proposals prior to Cabinet, giving Cabinet the opportunity to know Scrutiny Members' views prior to making their decision:
 - Cardiff's Night Time Economy Strategy 2017-22
 - Single Licensing Authority Enforcement Policy
 - Housing Revenue Account Business Plan 2017-18
 - Proposal to develop a Regional Social Care Training Unit for Cardiff & the Vale of Glamorgan (WDTU)
 - Development of a City Wide Employability Provision and a new approach to building Resilient Communities
 - Domiciliary Care Procurement
 - Supporting People Local Delivery Plan
 - Corporate Plan
 - Budgetary Proposals
 - Cardiff & Vale Area Plan for Care & Support 2018-23
 - HRA Business Plan 2018/19
 - Extension Of Contracts In Relation To The Supported Living Provision For Adults With A Learning Disability

- Building Resilient Communities Through The Further Development Of
 Community Hubs
- Policy Development/Review Where the Committee has contributed to policy development processes, for example by considering draft policy documents, and/or where the Committee has considered the implementation of policies, looking at whether this has happened in a timely manner and the impact of the policy, giving the Cabinet the opportunity to know Scrutiny Members' views about whether any changes are required:
 - Cardiff & Vale draft Dementia Strategy 2017-27
 - Homelessness & Housing Need
- **Monitoring Progress** Where the Committee has undertaken monitoring of the Council's progress in implementing actions previously agreed:
 - Council House Voids 12 Month Review
 - Information, Advice & Assistance Update
- **Monitoring Performance** Where the Committee has undertaken monitoring of the Council's performance:
 - Communities & Housing Directorate Delivery Plan 2018/19
 - Social Services Directorate Delivery Plan 2018/19
 - Quarterly Performance Reports Adult Social Services; and Communities and Housing
- Briefing Papers
 - Proposed Developments for Community Mental Health Services
 - Independent Living Services
 - Lettings Policies in High Rise Blocks
 - Winter Pressures

Over the year, the Scrutiny Committee held 10 committee meetings and wrote 22 letters to the Cabinet, officers and external partners, sharing their comments, recommendations and concerns following the scrutiny of items at committee meetings. Members formed a Performance Panel, which has held 4 meetings this municipal year.

IMPLEMENTING WALES AUDIT OFFICE RECOMMENDATIONS 2017/18

When setting the work programme for 2017/18 Members agreed that, to aid in focussing the agendas more effectively and maximising the impact of the scrutiny of each item at Committee, Members would adapt the way that issues would be scrutinised in the future. In particular, Committee meetings would aim to last no more than 3 hours, which equates to approximately 2 substantial items and 1 smaller item, as recommended by the Wales Audit Office.

Webcasting facilities are in place in County Hall and in the City Hall Chamber, enabling some Scrutiny committee meetings, Planning committee meetings and Full Council meetings to be webcast. Until 31 March 2018, no CASSC meetings were webcast, but this was due to location of Committee meetings. The June 2018 meeting of CASSC will be webcast.

COMMITTEE MEMBER DEVELOPMENT

Scrutiny is a Member-led function whose success is closely linked to the capacity and development of the Members that sit on Scrutiny Committees. The Scrutiny Team therefore worked closely with colleagues across the Council to provide a continuous range of opportunities for Members to build or refresh their Scrutiny skills, and to extend their knowledge and insight into a range of issues relevant to their Scrutiny role.

In May 2017 elections were held for the whole Council which resulted in a considerable number of new Councillors. To aid the new Councillor in an initial understanding of the scrutiny service and support provide by the Council, the service provided a scrutiny stall at the induction session for all Members in May 2017.

Following Council's approval of the Chairmanship and Membership of each of the five scrutiny Committee's, Scrutiny services organised a programme of training events to enable the new Scrutiny members to gain an overview and understanding of their roles, activities and scrutiny processes. This included:

- Introduction to Scrutiny June 2017
- Chairing Skills June 2017
- Questioning Skills July 2017
- Budget Training February 2018

POLICY DEVELOPMENT AND PRE-DECISION SCRUTINY

Members have undertaken a significant amount of pre-decision scrutiny and policy development work in respect of Social Care, Communities and Housing issues as well as Community Safety and Crime and Disorder scrutiny. Details of some of these are provided below and in the next section; a full list of the topics covered is provided earlier on pages 5 and 6.

When considering pre-decision, 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.

Housing Revenue Account Business Plan

During 2017/18, the Committee considered both the 2017/18 Plan (July 2017) and 2018/19 Plan (March 2018). Both reports covered:

- Maintenance of the Wales Housing Quality Standard (WHQS)
- New Build Housing Programme, including the Cardiff Living Partnership
- Delivering Energy Efficiency
- Remodelling and Refurbishment of existing homes
- Estate Regeneration
- Fire Safety Works (2018/19, following the Grenfell disaster)
- Neighbourhood Regeneration and Area Improvements
- Community Hubs
- Support for tenants, including participation, consultation and supporting vulnerable tenants
- Community Hubs

Following consideration of the 2018/19 Plan, Members agreed that the Business Plan was an excellent reflection of the progress made by Members and officers, and provided a clear, concise picture of the growth in the Service to date, as well as setting out commitments going forward. Members were extremely pleased by the commitment to provide 2000 new homes during the next 10 years and commended the other avenues taken in maximising the options available in terms of bringing homes into Council ownership.

Members requested that they would wish to receive further information on the 400 properties that are not part of the Cardiff Living developments. Members felt that this should include any implications arising from the procurement process, as they noted that the Cardiff Living Scheme had taken 2 years to secure, so would seek reassurance on what will happen regarding developments provided by other developers.

Members stated that they were disappointed that other energy efficiency measures had not been explored in relation to new builds, such as solar panels. Whilst they appreciated the range of measures that would be installed, they commented that measures to tackle fuel poverty should also be investigated.

No Response required – Members requested that the above issues be considered during 2018/19

Private Rented Sector Housing – Single Licensing Authority Enforcement Policy

Following a number of scrutinies over a number of years in relation to Private Rented Sector Housing, in July 2017, Members considered a report setting out Rent Smart Wales' requirement to implement an Enforcement Policy to promote efficient and effective approaches to its' regulatory activities. The Policy aims to promote clarity and consistency across Wales on the standards to be applied. The Policy states that it wishes to do this *'without placing too heavy a burden on landlords, managing agents and tenants'*.

Members were pleased to hear of the success of Rent Smart Wales, and that (as at July 2017) 80,000 landlords had registered 164,000 properties under the mandatory provisions

within the Housing (Wales) Act 2014. Members were content that the proposed Single Licensing Enforcement Policy had been constructed in consultation with all Welsh local authorities, to ensure there is minimal conflict with their own local enforcement policies. The Committee acknowledged that, as Cardiff has by far the greatest number of privately rented properties in Wales, it is a natural home for Rent Smart Wales, and development of the Single Licensing Enforcement Policy. Members stated that they would monitor the progress of Rent Smart Wales and the Single Licensing Enforcement Policy in tackling the 20% of landlords and agents that remain noncompliant.

No Response required – Members requested that the above issues be considered during 2018/19

A New Approach to building Resilient Communities

The Committee considered this issue twice during 2017/18 – in November 2017 and May 2018, both as pre-decision Items.

In November 2017, Members considered how services would be commissioned, following the cessation of Communities First. At that juncture, it was proposed that future services be targeted towards:

- City Wide Health and Well Being Service
- Pathways to Learning
- A city wide approach to Community Engagement and Involvement

At that time, Members raised concerns in relation to:

- Implementing a set of workable arrangements, within a vastly decreased budget.
- Seeking further support to community groups and volunteers to free them up to carry out the role they had been tasked to do, with the Council or partners providing support - providing venues and facilities; financial management and monitoring support; assistance with the governance arrangements etc.

In May 2018, Members received a further report on "*Building Resilient Communities through the Further Development of Community Hubs*". This included:

- The Development of Community Wellbeing Hubs
- A New Approach to Community Engagement Anchored in the Hubs
- Further Development of Central Library Hub

Members were particularly pleased with the further roll-out of the Hub programme into areas that had not been previously considered as part of the original programme, therefore reaching a wider range of people and communities across the City.

Members were assured by the news that the proposals will be applied consistently across the City and that the development of community hubs would be of equal value in each area.

Members noted and supported the need for rigorous community engagement within each area and were assured that the community will decide what services go into the Hub. Members felt that community engagement was absolutely essential in the success of the roll out of the Hub Programme.

However, Members were concerned with the lack of detail in terms of how the programme will be financially supported and sustained in both capital and revenue terms. Members requested that further details be provided to the Committee, when available.

The Committee were particularly concerned about staff affected by the proposals - whilst Members were informed that job losses would be minimal, they were still disappointed that this proposal would result in such.

No Response required – Members requested that the above issues be considered during 2018/19

Domiciliary Care Procurement

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.

The contracts for the DAPL and Adam IT system are due to expire on 3 November 2018. The report to Cabinet, stated that '*The Council intends to enter into a new arrangement with providers for commissioning domiciliary care to become effective no later than 4th November 2018.'*

Members considered this issue in January 2018. Members queried whether an options appraisal had been undertaken and requested that a formal options appraisal document be provided.

Members were provided with a briefing paper (dated 1st February 2018) which set out an overview of benefits and risks in relation to the following options considered by the Council:

- Dynamic Approved Provider List (DAPL)
- Framework
- Hybrid (Framework + DAPL)
- The Council directly delivers all domiciliary care

Council officers concluded that the proposed approach should be to continue with the DAPL beyond November 2018.

Supported Living Provision

In April 2018, Members considered *"Extension of Contracts in Relation to the Supported Living Provision For Adults With A Learning Disability"*.

The agreed model in relation to this service utilised a block contract for a fixed term of three years with the option to extend for a further period or periods equating to no more than two years provided that the contract does not extend beyond 31 July 2020. The proposal to Cabinet was for it to approve an extension to the current contractual arrangements.

Members were very pleased on the work done both in-house and by approved contractors in delivering this Service. Members were satisfied with the rigorous monitoring and review undertaken in ensuring that the service is delivered effectively with a particularly vulnerable group of people, and applauded the range of services offered across a wide range of need. The news that only 2 complaints out of around 320 service users was testimony to this, and the work undertaken by the officer and her team in planning for potential new users coming into the system was to be commended.

Members stated they would be interested to receive more information on those people who are currently in out-of-county placements. Members are keen to understand the scale of this, including how many people are currently supported out-of-county and what types of support are offered in out-of-county settings that cannot be offered within Cardiff. Members felt that, whilst there is a desire to bring some people back into the area, they were concerned that doing so may be to the detriment of an individual's wellbeing. An anonymised breakdown of cases would be welcomed by Committee Members to enable them to better understand the out-of-county issue.

No Response required – Members requested that the above issues be considered during 2018/19

Cardiff & Vale Area Plan for Care & Support 2018-23

The Well-being of Future Generations (Wales) Act 2015 inserted section 14A into the Social Services and Well-being (Wales) Act 2014 which requires local authorities and local health boards to prepare and publish a plan (the Area Plan) setting out the range and level of services they propose to provide, or arrange to be provided, in response to the Population Needs Assessment (PNA).

The Area Plan and supporting Action Plan, considered by Members in March 2018, provided the response of the Cardiff and Vale of Glamorgan Regional Partnership Board (CVGRPB) to the findings of the regional Population Needs Assessment (PNA), published on 31st March 2017. The Plan had been prepared on the basis of a 5 year period in line with the requirements for the preparation of a PNA.

The Area Plan and corresponding Action set out an overview of how the Plan has been developed, following the Population Needs Assessment, which took place between February 2016 and January 2017. In addition, the Plan set out how it contributes towards local and national objectives and outcomes; and how the Plan will be monitored and reviewed.

Members agreed that the Action Plan provided a clear commitment towards more joinedup working, as well as drawing together the breadth of work that is already happening across the RPB and beyond. Members felt that the Plan was very clearly set out, easy to read, and appreciated the clear links with Wellbeing Objectives, Social Services Outcomes and Capital Ambition.

Overall, the Committee stated that it would be very interested to monitor the implementation of the Area Plan and Action Plan during the coming year and, in line with the issues raised in this letter, would be particularly keen to receive updates on the following issues:

- Clarity of Governance Arrangements/Structures
- Updates/progress on the implementation of priorities that fall under the remit of this Scrutiny Committee, including those being delivered by Partners
- An update on any Plan on Asylum Seekers and Refugees
- Update on how consultation and engagement methods have been streamlined

No Response required – Members requested that the above issues be considered during 2018/19

MONITORING PROGRESS

During 2017/18, the Committee received Progress Reports on two issues it had previously scrutinised as Inquiries and had raised a number of concerns and recommendations.

Council Housing Voids

In 2015/16, the CASSC Performance Panel undertook a "deep dive" into council housing voids management, following poor performance over several years on the average time taken to re-let council housing voids.

The Performance Panel met four times to undertake the deep dive, examining: good practice;

- available void performance indicator information;
- benchmarking information;
- key lessons from tenant-led scrutinies in England;
- relevant Cardiff Council procedures and processes; and visiting a number of void properties to see the conditions in which properties are handed back to the Council and the standard that is reached before properties are re-let

The Performance Panel produced a report, arising from the deep dive, which contained sixteen recommendations, all of which were accepted. The Committee had requested further updates on the implementation of improvements.

Members received an update in December 2017 and were pleased to see a significant improvement in performance in relation to the turnaround of Voids. They also received an update on new contractual arrangements that would be in place from January 2018. Members appreciated the "heads up" from officers on the probable "dip" in performance as the Council moves from one set of arrangements to another. This will be taken into consideration by the Committee's Performance Panel going forward, but will also be monitored closely as the new arrangements settle down.

Members were satisfied with the improved arrangements for monitoring turnarounds, with 5 "types" of monitoring. They request that, in future, these be reported to Members by "type" so that a detailed picture can be presented.

Members were also pleased with the refreshed customer care/complaints procedure, as well as the performance deductions written into the new contracts. Following a discussion on complaints (particularly around contractors leaving mess outside empty properties) and the importance of Members' role in assisting in the reporting of complaints, Members request that a message be sent to all Members setting out how they can be proactive in the reporting of issues, particularly in the coming months as new contractors take over the work.

Information, Advice and Assistance

During 2015, Members from this Scrutiny Committee undertook an Inquiry into *"Information, Advice and Assistance for Mental Health Service Users in Cardiff"* in light of the new requirement of the Social Services and Well Being (Wales) Act 2014 for local authorities to ensure provision of IAA services.

The Inquiry made 10 recommendations to the Cabinet, which covered:

- Approaches to Implementation
- Improving Accessibility
- Training
- Monitoring

The Cabinet agreed their response at its meeting in May 2016, with this Scrutiny Committee considering its response on the 8 June 2016. At that time:

- o 0 of the recommendations were accepted.
- 3 were partially accepted
- \circ 6 were not accepted.
- o 1- where it was unclear whether it is accepted or not

As part of this Committee's commitment to the ongoing monitoring of the implementation of the Act, Members of this Scrutiny Committee, when setting the Work Programme for the current year, agreed that they would wish to receive an update on Information, Advice & Assistance (IAA) at an appropriate juncture.

In April 2018, Members received an update and commended the work done to date on developing the IAA Service. Members stated that they looked forward to receiving further updates as the service continues to develop into mental health and children's services, as well as developments with Health. Members noted the work being done in preventing people getting into crisis and the strengths based working approach adopted by the Service.

Members were reassured to hear that Hubs were providing a good service and the system is an effective one for anyone seeking IAA under the Act. However, Members felt that there should be an acknowledgement that specialist advice services provide a critical service for vulnerable people (whether under the Act or outside of its scope) and this should be recognised. With this in mind, Members recommended that officers liaise, in the first instance, with Riverside Advice to pick up on some of the points made in their presentation, particularly in relation to the flow of information between the Council and the Advice Centre.

Members were disappointed that recommendations arising from the Scrutiny Report on IAA were not used for further developing the service for mental health users. Members would encourage a review of the findings of the Inquiry to potentially inform further work with mental health users.

Members of the Committee stated that they would wish to receive a further update at a future meeting setting out what progress has been made in relation to identifying demand for the IAA service. Members were keen to ensure that it is advertised and promoted to encourage take-up of advice and services that many people may not currently be aware of; and to encourage those who do not currently engage in services to be made aware of what is available to them.

18

Members agreed that they would wish to hear from Social Workers at a future meeting to gauge their views on the culture change and changes to working practices, following the implementation of the Act. In addition, Members would also wish to hear from Service Users in relation to their experiences in using the IAA service. This will be scheduled into the 2018/19 Committee work programme and I will discuss this with you further at an appropriate juncture.

COMMUNITY SAFETY AND CRIME & DISORDER SCRUTINY

During 2017-18, Members have undertaken the following work to discharge their responsibilities for scrutinising the work of the Crime and Disorder Partnership and community safety in Cardiff:

Cardiff's Night Time Economy Strategy 2017-22

In November 2017, Members considered the "Delivering a Safe and Welcoming Night Time Economy" Plan 2017-22 which had been developed in partnership through a Night Time Economy Steering Group, which is a sub-group of the Safer & Cohesive Communities Programme Board, which itself sits underneath the Cardiff Public Services Board.

Members were pleased by the commitment taken by the Council and its partners to take forward this vitally important issue for Cardiff.

The Committee acknowledged the ongoing challenges faced in terms of funding, but Members stated that they would wish to see a commitment and a sign up to funding arrangements across the partnership, at the earliest opportunity, to ensure the ambitions set out in the Strategy document can be achieved.

Members were concerned about the issue of homeless people not taking up beds in hostels in the City, particularly due to safety fears. Members stated that they felt that this had been an ongoing problem for a number of years, so would request further information on how this is being tackled, to allow street homeless to have the opportunity of a bed and feel safe in a hostel.

Preventing Young People's Involvement in Drug Dealing

In September 2017, Members agreed to take part in a joint Scrutiny Inquiry with the Children & Young People Scrutiny Committee looking at the effects of drug dealing on young people in Cardiff. Councillors McGarry and Kelloway from this Committee sit on the Task Group.

As this Committee is responsible for the scrutiny of crime and disorder, it was agreed that part of the Inquiry would include looking at the working arrangements of the Safer & Cohesive Communities Work stream of the PSB in relation to this issue.

The Terms of Reference for the Inquiry are to:

Identify & Investigate

- The contributing factors that give rise to young people becoming involved in gang related drug dealing & knife crime in the city
- The positive contributing factors that communities can put in place to protect and prevent young people becoming involved gang related drug dealing & knife crime in the city
- Determine the effectiveness of current policies and services in protecting and preventing young people becoming involved gang related drug dealing & knife crime in the city
- Identify good practice
- Determine how best statutory agencies can work with communities to ensure they are informed about services and support available and are confident to report concerns
- Make recommendations to be taken forward to the Safer & Cohesive Communities Programme Board

It is anticipated that this Inquiry will take place until the end of June 2018, with the report being considered by both Committees in July 2018.

CORPORATE PLAN & BUDGET

The Council's Constitution allows for scrutiny committees to consider the draft Cabinet budget proposals prior to their consideration by the Cabinet and Full Council. The Committee considered the Council's draft Corporate Plan and draft budgetary proposals for 2018 -19, including their detailed savings proposals and Capital Programme at its meeting in February 2018. It reviewed the draft Corporate Plan and budget savings proposals.

The Committee identified a number of issues across the Corporate Plan, Corporate Budget and Directorate Budget reports. These concerns were included in a letter, sent to the Policy Review and Performance Scrutiny Committee for it to take into consideration when it reviewed the overall Corporate Plan, Consultation and Budget proposals on 13 February 2018 and to the Cabinet for consideration at its meeting on 15 February 2018.

The Committee's letter was considered by Cabinet and Council during their deliberations on the proposals.

MONITORING PERFORMANCE

In response to the Wales Audit Office Corporate Assessment 2014, this Committee established a Performance Monitoring Panel to triage the quarterly performance reports and undertake 'deep dives' as needed, outside of Committee meetings. At a meeting of the Committee in October 2017, two Members agreed to take responsibility for holding quarterly meetings, and if any concerns arose, they would contact the appropriate Cabinet Members/Officers to provide responses either to the Performance Panel, or to address full Committee. To date, the Performance Panel has not raised any particular concerns.

FUTURE SCRUTINY WORK

During 2017/18, there were a number of issues that had been identified as Items for the Work Programme, but were unable to be considered, due to time pressures. In addition, there were a number of issues that arose from the Committee's deliberation of Items. Therefore, the following may be considered for the 2018/19 Work Programme.

- Safety in Parks
- "Designing Out Crime" in New Communities
- Rough Sleepers Strategy
- Homelessness & Housing Need
 Strategy
- Older People's Accommodation
 Strategy, to include a briefing from
 CSSIW on Care Homes in Cardiff
- Locality Based Working & Neighbourhood Partnerships
- Well-Being of Staff in Social Care
- Single Licensing Enforcement Policy
 Update
- Cardiff & Vale Dementia Strategy 2017-27
- Community Mental Health Services
 Review
- Review of Safety checks in High-Rise
 Properties
- Supporting People Local Delivery Plan
- Cardiff & Vale Of Glamorgan Area
 Plan For Care And Support Needs
 2018-23

- Housing New Build Contractor
 Procurement
- Information, Advice & Assistance –
 User Views
- Supported Living Services for People with a Learning Disability – Out of County Placements
- Community & Well Being Hubs
 Programme
- Adult Safeguarding, including the Cardiff & Vale Safeguarding Adults Board Annual Report and the Corporate Safeguarding Report.
- Performance Reports.
- Savings Reports.
- Relevant Audit, Inspection and Regulatory Reports.
- Cabinet Responses to previous Inquiries.
- Implementation of agreed recommendations from previous Inquiries.