

**CITY & COUNTY OF CARDIFF**

**DINAS A SIR CAERDYDD**

**COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE**

**16 September 2015**

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**OLDER PEOPLE: Progress in delivering commitments**

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**Purpose of Report**

1. The remit of this Committee includes scrutinising the Older Persons Strategy, Housing and Adult Social Care. During work programming for 2015/16, Members considered a range of source documents to assist in identifying and prioritising appropriate areas for scrutiny. Several of these documents contained commitments regarding Older People. Members therefore decided to combine scrutiny of the delivery of these commitments in one item.
  
2. This report provides Members with background information on the relevant commitments regarding Older People, including:
  - a. Welsh Government & Older People Commissioner's requirements
  - b. What Matters Cardiff Partnership Board & Joint LSB commitments
  - c. Cardiff Council's Corporate Plan 2015/17 commitments
  - d. Cardiff Council's Local Ageing Well Plan.
  
3. This report also provides a series of updates, as appendices, on progress with implementing specific housing-related commitments contained in the Communities Directorate Delivery Plan, as well as those contained in the Health & Social Care Commissioning Strategy for Older People's Services, as requested by Members.

**Scope of Scrutiny**

4. Members decided that the scope of this scrutiny is to use the evidence that is presented to Committee to judge whether the policy commitments contained in the documents detailed above are being delivered and/ or adhered to by the Council, Health and partners.

5. The Older People's Commissioner, Sarah Rochira, is attending the meeting to share her views and contribute to the scrutiny. Relevant Cabinet Members, Cardiff Council officers and officers from Cardiff and Vale University Health Board will be in attendance to answer Members' questions. The Chief Executive, Age Connects Cardiff & Vale, Jeff Hawkins, is also attending to contribute to the scrutiny.

## **Background**

6. The scope of this item mirrors the top-down policy requirements and commitments regarding Older People in Cardiff, from Welsh Government and Older People's Commissioner requirements, through What Matters Cardiff Partnership Board and Joint LSB commitments, onto the Corporate Plan 2015/17 priorities, Directorate Delivery Plans and the Health and Social Care Commissioning Strategy for Older People's services. Further details are provided below.

## **National Strategy and Policy**

7. In 2003, the Welsh Government launched the first Strategy for Older People. This has been revised and updated and '*The Strategy for Older People in Wales 2013-2023: Living Longer, Ageing Well*' sets out the Welsh Government's vision, policy direction, outcomes and high level indicators of success. It is supported by a Delivery Plan containing a timetable of specific actions, which was published in 2014. Both these documents are available at:

<http://gov.wales/topics/health/publications/socialcare/strategies/older/?lang=en>

8. In October 2014, the Older People's Commissioner for Wales formally launched the *Ageing Well in Wales Programme*, which supports delivery of the Welsh Government's strategy for older people and has five areas of focus:
  - a. developing age-friendly communities;
  - b. reducing the risk of falls;
  - c. building and promoting dementia supportive communities;
  - d. ensuring continued access to learning and employment; and
  - e. reducing levels of loneliness and isolation.
9. The Older People's Commissioner for Wales has required every local authority in Wales to develop a Local Ageing Well Plan to support delivery at a local level of both the *Strategy for Older People in Wales 2013-2023* and the *Ageing Well in Wales Programme*. Cardiff Council's Equalities team has co-ordinated the production of Cardiff's Local Ageing

Well Plan, which is attached in draft form at **Appendix A**. It is proposed to take this to Cabinet on 17 September 2015. The Council's Forward Plan states that '*Cardiff Partnership Board Partners have been consulted to identify actions that can be sustainably delivered in partnership between agencies. The final draft Plan will be submitted to the City's six 50+ Forums over the summer to ensure that the Forums feel that the Plan reflects key needs and good practice already underway.*'<sup>1</sup>

10. The Cardiff Local Ageing Well Plan (**Appendix A**) provides:
  - a. Background context to Ageing Well in Wales
  - b. An overview of Cardiff's 50+ population
  - c. Details of the actions being taken for each Ageing Well area of focus
  - d. Cardiff's Local Delivery Action Plan split into sections reflecting the Ageing Well areas of focus.

### **Cardiff LSB<sup>2</sup> and Joint LSB commitments**

11. The Cardiff LSB is known as the Cardiff Partnership Board (CPB). This developed an Integrated Partnership Strategy, detailing Community Strategy, Community Safety Strategy, Health, Social Care & Well Being Strategy and Children & Young People Partnership Strategy commitments in one document, called '*What Matters: 2010- 2020*'.
12. '*What Matters: 2010-2020*' is delivered via a series of programmes and projects; those that are particularly relevant to Older People are:
  - a. 'Support the Frail Elderly'
  - b. 'Accommodation and Support Strategy'.
13. In preparation for the reorganisation of local government, Cardiff Council and The Vale of Glamorgan Council have established a Joint LSB, which has focused in part on the redesign of Health and Social Care, including the following: the '*Continued implementation of Health and Social Care Regional Collaboration Fund & Intermediate Care Fund projects*'; and the '*Development of outcome-focused integrated assessment*'.
14. In addition, the Integrating Health & Social Care Programme, consisting of Cardiff Council, The Vale of Glamorgan Council and the Cardiff & Vale University Health

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<sup>1</sup> <http://cardiff.moderngov.co.uk/mgIssueHistoryHome.aspx?IId=4241&PlanId=22>

<sup>2</sup> LSB stands for Local Service Board; in Cardiff this is known as the Cardiff Partnership Board (CPB)

Board, has made various commitments regarding Older People's Services, including: Statement of Intent for Older People's Services ; 'Meaningful and Purposeful Lives': A Framework for Older People; and a Three Year Dementia Plan. These have previously been scrutinised by this Committee in April 2014; documents relating to these are available in the committee papers at:

<http://cardiff.moderngov.co.uk/mgCommitteeDetails.aspx?ID=141>

### **Cardiff Council Corporate Plan 2015-17**

15. Cardiff Council's Corporate Plan Priority 2 '*Supporting People in Vulnerable Situations*' contains the following that are particularly relevant to Older People:
  - *'Deliver better integrated housing support and social care with health services, to improve outcomes for those who need support to live independently';*
  - *'Work with our health partners to reduce the total number of Cardiff residents who experience a delayed transfer of care from hospital';*
  - *'Increase the uptake of direct payments as an alternative to direct provision of care for Cardiff residents every month.'*
  - *'Support carers by ensuring that all carers are offered a Carer Assessment and increasing the number of carer assessments undertaken by 2016.'*<sup>3</sup>

### **Directorate Delivery Plans**

16. The Directorate Delivery Plans detail how each Directorate is working to deliver the Corporate Plan. The Communities Directorate Delivery Plan and the Health & Social Care Directorate Delivery Plan contain the following commitments that Members have specifically asked for an update on:
  - a. **'Develop an Older Persons Housing Strategy'** –Communities Delivery Plan.
  - b. **'Remodel 150 Thornhill Road into older person accommodation'** – Communities Delivery Plan.
  - c. **'Develop and implement a dementia reablement training programme'** Health & Social Care Delivery Plan.
17. An update on the Older Persons Housing Strategy is attached at **Appendix B** and shows that DCA consultants have undertaken an Older Persons Local Housing Assessment. This involves analysing demographic trends, the housing needs of

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<sup>3</sup> Cardiff Council's Corporate Plan is available at: <https://www.cardiff.gov.uk/ENG/Your-Council/Strategies-plans-and-policies/Pages/default.aspx>

Older People, the supply and balance of available housing stock and the policy context regarding how to make best use of housing stock.

18. The update shows that the findings of the Older Persons Local Housing Assessment will be used to inform the Housing Strategy, which will include plans for older person's accommodation, the review of the Housing Allocation Policy and the review of the Supporting People Grant funding.
19. An update on the 150 Thornhill Road scheme is attached at **Appendix C**. This shows work to plan the first phase of remodelling the existing building has progressed, with the final plan due to be determined by Planning Committee 29 September 2015 and work planned to be tendered in November 2015, with a start on site April 2016. Further consultation is being undertaken regarding the second phase of development, the proposals to develop between 4-6 bungalows in site.
20. An update on the dementia re-ablement training programme is contained in **Appendix D**, which is explained in the point below.

### **Health & Social Care Commissioning Strategy for Older People's Services**

21. In November 2014, this Committee scrutinised the above Strategy, when Members were informed that the Strategy enabled '*the Health and Social Care Directorate to take account of how funding of health, social care, housing and support services will change over the next few years and how this will influence the choices available*'. Members were also informed that '*there is a need to see a significant shift in emphasis away from traditional divisions in care between 'health' and 'social' or 'hospital' and 'primary care', to a much more integrated and joined-up model of service provision*'.<sup>4</sup>
22. To inform this scrutiny, Members have requested an update on progress with implementing the actions in this Strategy; this is attached at **Appendix D**.

### **Key Issues**

23. The demographic information and trend analysis for older people in Cardiff shows:
  - a. A significant increase in the size of the older people population in Cardiff:

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<sup>4</sup> Quotes taken from Cover Report for this item November 2014

- From 2014-2034, a 47% increase in older people aged 80-84 years.
    - From 2014-2034, a 51% increase in older people aged 85 years and over.
  - b. Cardiff is the only local authority in Wales with a growth in population of people aged 45-54 projected between 2014- 2034.
  - c. An increase in dementia amongst people aged 65 and over of 47% between 2014- 2034.
  - d. An under-representation of ethnic minority service users for adult social care (8.3% below the total ethnic minority population of 19%).
  - e. Since 2008-09 an increase of 14% in the number of people receiving an adult social care service, with an increase in the numbers of people supported at home.
  - f. There is significant forecast growth in the number of older people in Cardiff whose housing requirements will not be met within the existing stock.
  - g. Making best use of the stock must involve planning policy finding a wider range of housing options for older people, especially in the private sector.
  - h. Social housing tenants are over seven times more likely to be able to gain access to sheltered housing than owner occupier households in the private sector.<sup>5</sup>
24. Members have previously heard that: '*the City of Cardiff Council are already reviewing the provision of all existing services, are confirming whether or not the services being provided are of a statutory nature, whether or not we can afford to maintain certain services or need to deliver other services in a different way*' and '*...the Health and Social Care Directorate needs to explore how existing services and care pathways can be developed creatively...(which) will involve engagement at a number of levels*'.<sup>6</sup>
25. Members are aware that work to address commitments has focused on joining up work across Adult Social Care and the Communities Directorates, working in partnership with Health and the Third Sector and utilising available resources to design service delivery, for example via Regional Collaboration Funding (RCF) and Intermediate Care Funding (ICF). This Committee has received quarterly progress

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<sup>5</sup> Points a-e taken from Health & Social Care Strategy for Older People's Services, points f-h taken from Local Housing Assessment – Older People attached at Appendix B to this report

<sup>6</sup> As above

reports for both RCF and ICF projects, with the last reports coming in July 2015; papers are available at:

<http://cardiff.moderngov.co.uk/mgCommitteeDetails.aspx?ID=141>

26. The information provided in **Appendix D** provides more detail on the partnership approach, for example the update to the first action 'work with third sector organisations to tackle social isolation' references working through the Heath and Active Partnerships Project.

### **Way forward**

27. The scope of this scrutiny is broad, looking at progress in delivering the various commitments given to meet the needs of Older People in Cardiff, with a particular focus on the housing and adult social care needs. The Local Ageing Well Plan details the main commitments that Cardiff Council and partners have agreed to and its' Delivery Plan (Appendix A) provides a useful overview of these. The information in Appendices B - D provides detail on progress in delivering particular commitments of interest to the Members of this Committee.
28. At the meeting, the Older People's Commissioner, **Sarah Rochira**, will be in attendance to share her views and perspectives with Members on the evidence presented to this Committee, as will Jeff Hawkins, Age Connects Cardiff and the Vale.
29. The following Cardiff Council witnesses will be in attendance to contribute to the discussion and to assist in answering Members' questions:
  - **Councillor Susan Elsmore** – Cabinet Member Health, Housing & Well Being: for all social services and housing items
  - **Councillor Daniel De'Ath** – Cabinet Member Skills, Safety, Engagement & Democracy: for Local Ageing Well Plan
  - **Marie Rosenthal – Director of Governance and Legal Services** – responsibility includes Corporate Equalities, which includes Older Person Strategy and Local Ageing Well Plan
  - **Tony Young – Director of Social Services**
  - **Sarah McGill – Director of Communities, Housing and Customer Services**
  - **Jane Thomas – Assistant Director of Communities & Housing** – responsible for development of Hubs, Housing Strategy and Accommodation & Support review
  - **Amanda Phillips – Interim Assistant Director of Adult Social Care**

- **Kate Hustler – Operational Manager, Assessment & Support** – with responsibility for the ICF Gateway project and working to reduce delayed transfers of care via Housing Resettlement Officers
- **Dave Jaques – Housing Development Manager** - with responsibility for the Older Persons Housing Strategy and 150 Thornhill Road scheme
- **Paul Keeping – Operational Manager – Equalities** – with responsibility for ensuring development of Local Ageing Well Plan.

30. In addition, **Abigail Harries** (Director of Planning) and **Dr Suzanne Wood** (Consultant in Public Health) from Cardiff and Vale University Health Board, will be in attendance to share their views and experiences regarding the delivery of health and social care commitments, contribute to the discussion and answer Member's questions.

### **Legal Implications**

31. 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 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 of 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**

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

## **RECOMMENDATION**

The Committee is recommended to consider the information provided in the report, appendices and at the meeting, and to consider whether they have any comments, observations or recommendations to make to the Cabinet regarding how to ensure effective services for Older People in Cardiff.

MARIE ROSENTHAL  
Director of Governance and Legal Services  
10 September 2015