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## AGENDA

<b>Pwyllgor</b>	PWYLLGOR CRAFFU GWASANAETHAU OEDOLION A CHYMUNEDOL
<b>Dyddiad ac amser y cyfarfod</b>	DYDD MERCHER, 5 RHAGFYR 2018, 4.30 PM
<b>Lleoliad</b>	YSTAFELL BWYLLGORA 4 - NEUADD Y SIR
<b>Aelodaeth</b>	Cynghorydd McGarry (Cadeirydd) Y Cynghorwyr Ahmed, Carter, Ebrahim, Goddard, Jenkins, Kelloway, Lent a/ac Molik

Tua  
Amser.

### 1 Ymddiheuriadau am Absenoldeb

Derbyn ymddiheuriadau am absenoldebau.

### 2 Datgan Buddiannau

I'w wneud ar ddechrau'r eitem agenda dan sylw, yn unol â'r Cod Ymddygiad Aelodau.

### 3 Cofnodion (*Tudalennau 3 - 8*)

Cymeradwyo cofnodion y cyfarfod blaenorol fel rhai cywir.

### 4 Strategaeth Adolygiad Tai a Digartrefedd 2018-22 (*Tudalennau 9 - 106*) 4.35 pm

Eitem cyn penderfyniad.

### 5 Effaith Credyd Cynhwysol ar Ôl-ddyledion Rhent (*Tudalennau 107 - 114*) 5.30 pm

Briff i'r Pwyllgor

### 6 Atal Pobl Ifanc rhag Bod yn Rhan o Ddelio Cyffuriau (*Tudalennau 115 - 200*) 6.15 pm

Y Pwyllgor i ystyried a chytuno ar Adroddiad yr Ymchwiliad.

**7 Blaengynllun Gwaith/Cynllun Busnes y Pwyllgor (Tudalennau 201 - 220) 6.30 pm**

Cytuno ar Flaengynllun Gwaith y Pwyllgor ar gyfer Ionawr-Chwefror 2019.

**8 Eitemau Brys (os oes rhai)**

**9 Y Ffordd Ymlaen**

Adolygu'r dystiolaeth a'r wybodaeth a gasglwyd yn ystod y gwaith o ystyried pob eitem ar yr agenda, cytuno y dylid anfon sylwadau a phryderon Aelodau ymlaen at yr Aelod Cabinet perthnasol gan y Cadeirydd, a nodi eitemau i'w cynnwys ar Flaenraglen Waith y Pwyllgor.

**10 Dyddiad y Cyfarfod Nesaf**

9 Ionawr 2019, 4.30pm.

**Davina Fiore**

**Cyfarwyddwr Llywodraethu a Gwasanaethau Cyfreithiol**

Dyddiad: Dydd Iau, 29 Tachwedd 2018

Cyswllt: Andrea Redmond, 02920 872434, [a.redmond@caerdydd.gov.uk](mailto:a.redmond@caerdydd.gov.uk)

COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE

7 NOVEMBER 2018

Present: Councillor McGarry(Chairperson)  
Councillors Carter, Ebrahim, Goddard, Jenkins, Kelloway, Lent  
and Molik

27 : APOLOGIES FOR ABSENCE

Apologies were received from Councillors Ahmed and Elsmore.  
Councillor Carter advised that he would be late attending.

28 : DECLARATIONS OF INTEREST

None received.

29 : MINUTES

The minutes of the meeting held on 10<sup>th</sup> October 2018 were agreed as a correct record and signed by the Chairperson.

30 : COMMUNITY MENTAL HEALTH SERVICE REVIEW

The Chairperson welcomed Claire Marchant, Director of Social Services; Myfanwy Moran, Operational Manager Mental Health in Social Services, Adult Services; Ian Wile, Director of Operations for the Mental Health Clinical Board, Cardiff & Vale UHB; Dan Crossland, Clinical/Project Lead, Cardiff & Vale UHB and Mark Jones, Directorate Manager, Adult Mental Health, Cardiff & Vale UHB to the meeting.

The Chairperson advised that Councillor Elsmore was unwell and unable to attend the meeting. The Chairperson invited Claire Marchant to make a statement in which she said that Community Mental Health Services was in a relatively strong place, patient centred with good quality care and staff supported by management to deliver efficient services. There needed to be integrated work around integrated services and also in prevention and primary mental health services. Internal partnership structures and governance arrangements were provided through the RPB and Cardiff would develop services following the pilot in the Vale of Glamorgan.

Members were provided with a presentation on the Community Mental Health Service Review, after which the Chairperson invited questions and comments from Members;

Members referred to gaps in the service particularly in the old Communities First areas and the BME communities where there were language barriers and asked how this would be addressed. Members were advised that Mental Health services didn't have a very good record with the BME community and it needed to be addressed. Information had been obtained from Diverse Cymru and the biggest issue was considered to be getting understood through primary care at the first point of contact. It was hoped that Diverse Cymru and primary care could work together on this and to address cultural issues. Health promotion was also needed, with the material

targeting the right people in the right areas. Members considered that people that are known and trusted within the community could be trained up to assist with this too.

Members were pleased to see the third sector referenced in the presentation and sought reassurance that this could be resourced properly, because if people were being signposted to a service that later had its funded withdrawn and ceased, this would cause issues. Members were advised that there was an element of protected funding, which would also be increased by £500,000 this year.

Members asked about integration with Housing and Police services and were advised that the Police have powers of arrest for people with mental distress in public. The Police say that levels of mental distress are increasing and consuming lots of police time. There was an agreed model of practice with staff in a joint team in police call centres with advice and information which was a good step forward. The police have an objective in that advice and support should not happen in the police station and this was working well. Issues such as conveyance were being looked at too.

With regards to housing, Members were advised that Social Services and Housing were joined up and work together to consider people's needs. There were many issues such as tenancy, eviction, hoarding etc. to also be considered. There was a need for extra care and sheltered schemes for people of all ages; community support and groups also helped tackle social isolation. Members were advised that things are moving forward and there was also social work support for allocations in Housing.

Members noted that Ely hospital was no longer in use and that its large site could be used for a multipurpose clinic. The Director stated that fit for purpose accommodation such as the CRI site for the Wellbeing Hub was underway but all options should be considered.

Members discussed vulnerable people being 'cuckooed' and were advised of the process that would be followed in relation to reporting the issue and future housing options.

Members noted the reference to cultural changes due to the implementation of the Social Services and Wellbeing Act and asked for examples of this. Members were advised that an example would be the information provided at referral, which needed to be more rounded positive and earlier in the process; also the need to carry out an effective assessment, seeing risk differently and changing attitude and culture. Members asked if legislation had made things over complex and if there was a desire to go back to basics. Members were advised that it was important to get it right first time, there was some degree of complexity and further assessment was often needed but it was important to invest more efficiently at the front of the pathway, face to face, with empathy and get to the right point quickly, bringing services in closer and getting to know people.

Members asked, in relation to communication, if case load work was working as efficiently as it should be. Members were advised that there was lots more out in the third sector than had been realised previously and that integrated workers were needed but there needed to be the estate to accommodate them, making it easier for

the third sector partners to share good practice. Members were advised of the new work stream in Cardiff East with community mental health workers based in GP surgeries, therefore providing support at the first point of contact, which was a step forward.

Members noted that the scope of Mental Health is much wider and asked if it was felt that the service is developing at the pace it needs to be, especially as Cardiff is such a diverse city with great need. Members were advised that the investment in primary care was key, the investment was needed for wellbeing in GP practices. The Director added that there were links with transformation proposals, community support, social prescribing and asset based community development which all enable GP's to have somewhere to prescribe people to.

Members referred to the Case for Change document and asked where it sits in regard to the work of the Health Board. Members were advised that at the beginning of the year, the Health Board meets with partners to look at what they all do, with the Health Board assisting in setting the strategic direction. Members asked if there was lots of joined up thinking with partners, and were advised that there was a strong partnership lead from Welsh Government and lots of direction and core services with the Health Board and Local Authorities, adding that it was often up to local partnership arrangements to mesh elements of the strategy together to make sure they are operational. The Director added that the aim was to have the best quality of services in the locality and communities in Cardiff and the Vale, understanding what matters to people and providing a recovery journey and a range of services across the whole pathway.

Members asked where the prevention agenda fits in to community health services and were advised that the Public Service Health Board arrangements oversee this and look at all things such as adverse childhood experiences through to adulthood; family support in the new gateway services; CAMHS being brought back into Cardiff and the Vale to provide provision alongside the gateway and first point of contact - all intending to prevent escalation for issues that are already there. It was noted that there was low level support for everyone through Hubs, Libraries Wellbeing Wednesday's, Film Clubs etc. all providing social interaction and community engagement. Members were reassured by this and asked how these are brought together, and were advised that this would be done through innovation and transformation funding from Welsh Government and also CAMHS. There was a commitment from the Health Board for services for 14-25 year old age group and there would be investment in the service.

Members asked when the roll-out of the programme would be made across Cardiff, and were advised that it would be carried out over the next 18 months.

Members asked for more information on working with the social isolation agenda. It was noted that social isolation has a toxic effect on people and it was important to build resilient communities where people access mental health services but then recover with support and that it shouldn't be a lifelong service. This would be joined up through the transformation fund for the Cardiff cluster. Social prescribing will also be in place across Cardiff and the Vale through this fund, in addition to the services in Hubs etc. Members noted that there was plenty of good practice out there but it was important to connect it all up and for it be sustainable. Early intervention was

crucial in all parts of the service, getting help before social isolation sets in and while people still have social networks.

Members considered that, for young people with mental health issues, it was essential to create a package that works for them and the community, and that trust and continuity was very important. Members were informed of the social dialogue approach where the service user takes back control of their life and to achieve this, early intervention was essential.

Members noted that in relation to premises, the Committee had heard about the issue in 2017 and there seemed to be no change and now this issue was urgent. Members were advised that the issues had recently been escalated via a formal report and the health and safety reports on the buildings had been appended to it.

Members referred to the pace of change and asked if there was an action plan with timelines and dates/milestones. Members were advised there was a project manager who keeps the project to plan, there was also a steering group meeting which was supported by the local authority.

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.

### 31 : COMMITTEE BUSINESS

Members were provided with an update on correspondence and advised of the responses still awaited.

With regards to the Task and Finish Inquiry on 'Preventing Young People's Involvement in Drug Dealing', Members were advised that the draft report is complete and has been signed off by the Task Group and would be presented to the Committee and the Children and Young People Scrutiny Committee for their consideration and agreement in December 2018.

The Principal Scrutiny Officer advised Members that Committee had previously agreed to carry out 1 inquiry early next year. 'Homelessness and Individual Supported Accommodation' had been the chosen topic to this juncture. At the last meeting of the Scrutiny Committee, a Member of the Committee raised an issue in relation to the placement of young people/adults in out of county college placements and suggested that the Council's "Closer to Home Strategy" be a potential future scrutiny/inquiry topic.

Members were therefore requested to consider both the "Homelessness and Individual Supported Accommodation" and "Closer to Home" topics and agree a way forward for the consideration of these items.

Members discussed both topics and felt that the Closer to Home Inquiry should be prioritised. Councillors Lent, Goddard, Molik and McGarry agreed to be Members of the Task Group.

Members were provided with an update of the work programme and Members were invited to join the Performance Panel, which meets quarterly, if they wished.

The Principal Scrutiny Officer advised Members that the Head of Democratic Services had suggested Committees have pre-meetings to go through the Committee Papers and discuss lines of enquiry. Members discussed this and it was considered that a room be set aside from 3.30pm on Committee meeting days if there were any issues that needed to be discussed.

Members were advised that on the 18 February 2019, the CASSC meeting would be dedicated to the consideration of the 2019/20 Budget and the Corporate Plan. All Members of the Council would be offered a briefing on these issues.

Members were requested to consider whether they felt they required any further, targeted training on the budget and Corporate Plan. The Head of Democratic Services would be coordinating requests for further training and Members were asked to let the Principal Scrutiny Officer know if they require this.

32 : URGENT ITEMS (IF ANY)

None received.

33 : WAY FORWARD

Members discussed the information received and identified a number of issues which the Chairman agreed would be included in the letters that would be sent, on behalf of the Committee, to the relevant Cabinet Members and Officers.

34 : DATE OF NEXT MEETING

5 December 2018 at 4.30pm

The meeting terminated at 6.40 pm

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**CYNGOR CAERDYDD  
CARDIFF COUNCIL**

**COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE**

**5 DECEMBER 2018**

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**HOMELESSNESS REVIEW & STRATEGY 2018-2022**

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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 proposals for **“Homelessness Review & Strategy 2018-22”** prior to its consideration by the Cabinet at its meeting on the 13 December 2018.
2. A copy of the draft Cabinet Report is attached at **Appendix A**, which in turn contains the following:
  - **Appendix 1** – The Cardiff Homelessness Strategy 2018-2022
  - **Appendix 2** – Equality Impact Assessment

**Background<sup>1</sup>**

3. Under Section 50 of the Housing (Wales) Act 2014 a local housing authority must periodically carry out a homelessness review for its area and formulate and adopt a homelessness strategy based on the results of that review. The Council must adopt a homelessness strategy in 2018 and a new homelessness strategy in every fourth year after that.

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<sup>1</sup> Source: Draft Cabinet proposal attached at Appendix A

4. The review findings provide the evidence base upon which the Cardiff Homelessness Strategy 2018-2022 has been developed. The Strategy sets out a co-ordinated approach to assisting those threatened with and experiencing homelessness. It identifies available services and resources, and how they will be improved to ensure people receive appropriate, timely help and support.

## **Issues**

5. Attached at **Appendix A** is the Cabinet Proposal on this issue.

### Findings of the Homelessness Review

6. The Cabinet Proposal sets out the findings of the Homelessness Review under the following key headings (*paragraphs 7-17 of the Cabinet Proposal*):

- Increasing Demand
- Early Intervention
- Causes of Homelessness
- Financial Issues
- Private Rented Sector
- Family Breakdown
- Specialist Pathways
- Vulnerable Groups
- Relieving Homelessness
- Social Housing
- Equalities

7. A graphic summarising the Review is set out overleaf.



# Homelessness Strategy 2018-2022

The Cardiff Homelessness Strategy 2018-2022 responds to a comprehensive review of homelessness in Cardiff undertaken during 2018. This page outlines the Key Findings of the review. Our subsequent plans are overleaf.

## Vision and Key Aims

'to work with our partners to prevent homelessness, providing the right support at the right time to meet the housing needs of our citizens'

- Provide high quality housing advice services across the city, helping all citizens to find the right housing solution for them
- Take early action to help prevent homelessness
- Provide good quality temporary housing, continuing to avoid the use of bed and breakfast accommodation
- Work with both private and social landlords to ensure that a range of good quality permanent housing solutions are available
- To ensure appropriate support is available for our more vulnerable citizens
- To work in partnership with statutory and third sector agencies to ensure a joined up service for clients

## KEY FINDINGS OF THE HOMELESSNESS REVIEW



### INCREASING DEMAND

Demand for services has increased significantly. Applications for help have increased by 68% since April 2015. Households threatened with homelessness have increased by 103%.



### EARLY INTERVENTION

During 2017/18 Cardiff prevented 73% of households from becoming homeless where help was sought at an early stage. This was the third highest result in Wales. However, many households do not seek help prior to becoming homeless and there is a need to increase accessibility and availability of services so that more people access assistance at an early stage.



### FINANCIAL ISSUES

Mortgage and Rent arrears was the chief cause of the threat of homelessness in 2017/18 with 707 cases, a 247% increase on the previous year. Wider social issues such as the impact of welfare reform are contributing to a significant increase in the number of people experiencing financial difficulties leading to rent arrears.



### PRIVATE RENTED SECTOR

Loss of rented or tied accommodation, other than through rent arrears is also a major cause of homelessness in Cardiff. Evidence suggests that landlords are selling their properties and leaving the private rental market. High levels of rent in Cardiff, and the reluctance of landlords to let to benefit claimants have been identified as barriers to effectively using this resource. There is a need to better support landlords and increase incentives for them to house homeless applicants.



### FAMILY BREAKDOWN

There has been an 81% increase in clients losing accommodation provided by parents, relatives or friends from April 2015 to March 2018. This became the biggest cause of homelessness in Cardiff in 2017/18. There is a need to build on the current family mediation arrangements. There are also concerns that changes to the Cardiff Housing Allocation Scheme in 2015, which affected the priority status of applicants living at home, are contributing to the increase in those presenting with parental notices and changes to the Allocation Scheme are necessary to address this.



### EQUALITIES

A high proportion of single young men and those from certain ethnic backgrounds are becoming homeless and reasons for this need to be explored.

## SPECIALIST PATHWAYS

There are a high number of households in Cardiff needing to move on from accommodation provided by the National Asylum Support Services following a decision on their case.

There is also limited opportunity for prevention with the majority of prisoners. A review of the pathway for these households is required to assess if there scope for improved prevention work.

## VULNERABLE GROUPS

Many clients have complex issues resulting from Adverse Childhood Experiences, leading to issues such as mental health and substance dependency. Often these clients can struggle to maintain any form of accommodation resulting in a revolving door of homelessness. A person-centred, trauma informed approach is needed with multi-agency input, to address the underlying causes of homelessness.

## RELIEVING HOMELESSNESS

Cardiff has a wide range of high quality temporary and supported housing and has successfully avoided the use of bed and breakfast accommodation since January 2006. However, the number of clients entering temporary accommodation has increased while the number moving on to permanent accommodation has decreased in recent years. This has resulted in longer periods spent in temporary provision. There is a need to improve move-on options to prevent long stays in temporary accommodation.

## SOCIAL HOUSING

There are almost 8000 households on the waiting list and approximately 400 new applicants each month. Demand for social housing cannot be met by the current supply despite ambitious new build plans. The Private Rented Sector is essential in addressing the needs of homeless households.

CLIENT SURVEY



86%

Satisfied with their Temporary Accommodation

89%

Satisfied with the advice received overall.

93%

Satisfied with the help they received by the Council when threatened with homelessness

8. Arising from the Review, the Cardiff Homelessness Strategy 2018-2022 has been developed and can be found at **Appendix 1** to the Cabinet Proposal. The Strategy sets out an overarching vision for homelessness services in Cardiff and high level aims as follows:

### Vision

To work with our partners to prevent homelessness in Cardiff; providing the right support at the right time to meet the housing needs of our citizens.

9. The aims of the Strategy are to:

- Provide high quality housing advice services across the city, helping all citizens to find the right housing solution for them;
- Take early action to help prevent homelessness;
- Provide good quality temporary housing, continuing to avoid the use of bed and breakfast accommodation;
- Work with both private and social landlords to ensure that a range of good quality permanent housing solutions are available;
- To ensure appropriate support is available for our more vulnerable citizens;
- To work in partnership with statutory and third sector agencies to ensure a joined up service for clients.

10. To support these aims, a number of **“We Will” commitments** have been set out.

A summary of the commitments and key actions are set out in the graphic below:

**CARDIFF CAERDYDD**

## Summary of Commitments

- 1 Extend and improve housing advice and better publicise the services available to help prevent homelessness.**
  - Develop an in-house specialist housing and homelessness advice service.
  - Provide housing and homelessness advice across the city through the Community Hubs.
  - Publicise advice services available to the public, as well as statutory and third-sector partners.
  - Offer digital access to homeless services, through the website, Skype and on-line web chat.
- 2 Build on the success of current prevention work by developing more focused and targeted prevention services.**
  - Further develop the Prevention Service, offering a wide range of interventions.
  - Offer prevention appointments in the clients own home or in Community Hubs.
  - Provide timely, easy to access mediation interventions for families, landlords and tenants.
  - Ensure those who have complex needs are assisted to engage with support as early as possible, building on the success of schemes such as the Housing Support Worker Service and by advertising the availability of Floating Support.
- 3 Improve the support available to private landlords to ensure homeless families have access to good quality private sector accommodation.**
  - Develop a specialist Private Rented Sector team, providing high quality advice and support to landlords.
  - Develop Private Rented Sector training to prospective tenants to maximise the chance of a successful tenancy.
  - Review the range of incentives given to private landlords to meet the changes within the Private Rented Sector.
  - Review the current bond schemes ensuring that these meet the needs of all clients, are sustainable and fit for purpose.
- 4 Review specialist pathways into services to ensure they are working effectively .**
  - Review the success of the prisoner pathway and build on the success of the vulnerable women’s prisoner pathway.
  - Further develop services for young people through the proposed new City Centre Youth Hub.
  - Review accommodation available for young people with complex needs.
- 5 Review the success of the revised Housing Allocation Scheme to ensure the needs of homeless and other vulnerable people are met.**
  - Provide additional priority to housing applicants living with friends or relatives in overcrowded or other exceptional housing circumstances.
  - Explore giving further priority on the waiting list for vulnerable groups such as rough sleepers or those ready to move-on from hostels.
- 6 Improve services to the most vulnerable by addressing the underlying causes of homelessness.**
  - The Public Service Board to work as a partnership to build on the multi-agency city centre team - to include substance misuse, probation and mental health services.
  - Deliver additional and improved emergency accommodation.
  - Work to reduce evictions from and abandonment of supported housing provision
  - Review the success of the Housing First and other innovative housing pilots.
  - Review and further strengthen partnership arrangements to ensure there is a clear multi-agency approach to vulnerable and chaotic individuals.
  - Commission a research project to review the effectiveness of services for rough sleepers and any opportunities for improvement.
  - Review how mental health is identified during homeless assessments and ensure support needs are being met.
- 7 To reduce the time spent in all forms of temporary and hostel accommodation by increasing move on options.**
  - Ensure all housing providers are aware of and use the bond / rent in advance schemes available and promote the use of the private rented sector.
  - Improve the services to clients living in temporary accommodation to help them to source their own accommodation.
- 8 Explore the differential impact of homelessness on some groups, in particular younger men and those from certain ethnic backgrounds.**
  - Carry out further data analysis and test findings by consultation with clients.

11. The Cabinet Proposal states that “Key actions to support these commitments have been set out in the Strategy (**Appendix 1**) and a full action plan will be developed with partners to implement these over the life of the Strategy”. The Key actions are also set out in the graphic above.

12. The Cabinet Proposal also sets out the following:

- Resourcing the Changes (**paragraph 20**)
- Proposed Changes to the Housing Allocation Scheme (**paragraph 21**):
  - Length of Stay in Temporary Accommodation
  - Family Breakdown
  - Move on from Hostels and Supported Housing
- Review of the Cardiff Rough Sleepers Strategy 2017-2020 (**paragraphs 22-26**)
- Consultation and Equality Impact Assessment (**paragraphs 27-29 and Appendix 2**)

13. The key recommendations set out in the Cabinet Proposal are:

- i. To agree the Cardiff Homelessness Strategy 2018-2022 as set out at Appendix 1.
- ii. To agree the proposed changes to the Cardiff Housing Allocation Scheme as set out at paragraph 21.

## **Way Forward**

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

- (i) Councillor Lynda Thorne, Cabinet Member for Communities & Housing;
- (ii) Sarah McGill, Corporate Director for People and Communities; and
- (iii) Jane Thomas, Assistant Director, Housing & Communities

15. Following a presentation, Members will be able to decide if they wish to feed any comments, observations or recommendations to the appropriate Cabinet Member for their consideration.

16. 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.

17. 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 on the 13 December 2018.

### **Previous Scrutiny of this Issue**

18. Members of this Scrutiny Committee have previously been involved in a range of pre-decision and policy development activities with this issue, including information and data set out in the HRA and Directorate Business Plans; and quarterly PI results via the Committee's Performance Panel. Other items include:

- Homelessness & Housing Need Briefing – 16 May 2018
- Rough Sleepers Strategy – 8 March 2017<sup>2</sup>
- Cardiff Housing Strategy – 6 July 2016<sup>3</sup>
- Private Rented Sector & Homelessness – 2 March 2016<sup>4</sup>
- Housing Allocations – 2 December 2015<sup>5</sup>

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<sup>2</sup> <http://cardiff.moderngov.co.uk/ieListDocuments.aspx?CId=141&MIId=2787&Ver=4&LLL=0>

<sup>3</sup> <http://cardiff.moderngov.co.uk/ieListDocuments.aspx?CId=141&MIId=2434&Ver=4&LLL=0>

<sup>4</sup> <http://cardiff.moderngov.co.uk/ieListDocuments.aspx?CId=141&MIId=2406&Ver=4&LLL=0>

<sup>5</sup> <http://cardiff.moderngov.co.uk/ieListDocuments.aspx?CId=141&MIId=2387&Ver=4&LLL=0>

- Street Homelessness in Cardiff – 7 October 2015<sup>6</sup>
- Implementing Part 2 of the Housing Wales Act 2014 – 1 April 2015<sup>7</sup>
- Housing Allocations Policy – 3 December 2014<sup>8</sup>
- Homelessness – preparing for the Housing Act 2014 – 1 October 2014<sup>9</sup>

## **Legal Implications**

19. 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**

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 financial implications

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<sup>6</sup> <http://cardiff.moderngov.co.uk/ieListDocuments.aspx?CId=141&MId=2377&Ver=4&LLL=0>

<sup>7</sup> <http://cardiff.moderngov.co.uk/ieListDocuments.aspx?CId=141&MId=287&Ver=4&LLL=0>

<sup>8</sup> <http://cardiff.moderngov.co.uk/ieListDocuments.aspx?CId=141&MId=177&Ver=4&LLL=0>

<sup>9</sup> <http://cardiff.moderngov.co.uk/CeListDocuments.aspx?CommitteId=141&MeetingId=761&DF=01%2f10%2f2014&Ver=2&LLL=0>

at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any financial implications arising from those recommendations.

## **RECOMMENDATIONS**

The Committee is recommended to:

- i. consider the information set out in **Appendix A** to this report;
- ii. consider the information provided in the presentation to this meeting;
- iii. decide whether it wishes to relay any comments or observations to the Cabinet at its meeting on the 13 December 2018; and decide the way forward with regard to any further scrutiny of this issue.

**DAVINA FIORE**

**Director of Governance and Legal Services**

**29 November 2018**



**CITY OF CARDIFF COUNCIL  
CYNGOR DINAS CAERDYDD**

**CABINET MEETING: 13<sup>th</sup> December 2018**

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**CARDIFF HOMELESSNESS STRATEGY 2018-2022**

**REPORT OF DIRECTOR FOR PEOPLE & COMMUNITIES**

**AGENDA ITEM:**

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**PORTFOLIO: Housing & Communities (COUNCILLOR LYNDA THORNE)**

**Reason for this Report**

1. To report on the findings of the Homelessness Review and to seek approval for the Cardiff Homelessness Strategy 2018-2022.
2. To seek approval for amendments to the Cardiff Housing Allocation Scheme in connection with the objectives of the Cardiff Homelessness Strategy 2018-2022.
3. To update on the progress in implementing the Cardiff Rough Sleeper Strategy 2017-2020.

**Background**

4. Under Section 50 of the Housing (Wales) Act 2014 a local housing authority must periodically carry out a homelessness review for its area and formulate and adopt a homelessness strategy based on the results of that review. The Council must adopt a homelessness strategy in 2018 and a new homelessness strategy in every fourth year after that.
5. In line with these requirements a comprehensive homelessness review has been undertaken, focusing on the key themes of advice, prevention, accommodation and support. In carrying out this review a wide range of data from the Council's homelessness and advice services was considered and also data from Supporting People funded services. In addition views of services users and partners were gathered and these have informed the review.
6. The review findings provide the evidence base upon which the Cardiff Homelessness Strategy 2018-2022 has been developed. The Strategy sets out a co-ordinated approach to assisting those threatened with and experiencing homelessness. It identifies available services and resources, and how they will be improved to ensure people receive appropriate, timely help and support.

## Issues

### Findings of the Homelessness Review

The key findings of the Homelessness Review are set out below:

7. **Increasing Demand** - There has been a significant increase in demand for homelessness services. Since April 2015 applications for assistance have increased by 68% and the number of households threatened with homelessness has increased by 103%.
8. **Early Intervention** – During 2017/18 Cardiff prevented 73% of households from becoming homeless, where help was sought at an early stage. This was the third highest result in Wales. However many households do not seek help prior to becoming homeless and there is a need to increase the accessibility and availability of services so that more people access assistance at an early stage.
9. **Causes of Homelessness** - The main causes of the threat of homelessness and actual homelessness were identified during the review and the key themes are outlined below:
10. **Financial Issues** - Wider social issues such as the impact of welfare reform are contributing to a significant increase in the number of people experiencing financial difficulties leading to rent arrears, particularly in the private rented sector. In 2017/18 mortgage or rent arrears was the chief cause of the threat of homelessness, with 707 cases recorded. This represents a 247% increase on the previous year.
11. **Private Rented Sector** - Loss of rented or tied accommodation, other than through rent arrears, is a major cause of homelessness in Cardiff. Evidence suggests that landlords are leaving the private rental market and selling their properties. Although the Housing (Wales) Act 2014 gave local authorities the power to discharge homeless duty through the private rented sector, high levels of rent in Cardiff, and the reluctance of landlords to let to benefit claimants have been identified as barriers to effectively using this resource. There is a need to better support landlords and increase incentives for them to house homeless applicants.
12. **Family Breakdown** - There has been an 81% increase in clients losing accommodation provided by parents, relatives or friends over the period April 2015 to March 2018. This became the biggest cause of homelessness in Cardiff in 2017/18. There is a need to build on the current family mediation arrangements. There are also concerns that changes to the Cardiff Housing Allocation Scheme in 2015, which affected the priority status of applicants living at home, are contributing to the increase in those presenting with parental notices and changes to the Allocation Scheme are necessary to address this.
13. **Specialist Pathways** - There are a high number of households in Cardiff needing to move on from accommodation provided by the National Asylum Support Service following a decision on their case. A review of

the pathway is required to ensure these clients receive help prior to losing their accommodation. Prison Leavers also account for a significant number of people accessing homelessness services. There is limited opportunity to intervene early to prevent homelessness for the majority of these clients. A review of the pathway for these households is required to assess if there is scope for improved prevention work with these clients. There is also scope to improve prevention activity for young people, through increased family mediation.

14. **Vulnerable Groups** – Many clients have complex issues resulting from Adverse Childhood Experiences, resulting in needs such as mental health and substance dependency. Often these clients can struggle to maintain any form of accommodation resulting in a “revolving door of homelessness”. A person-centred, trauma informed approach is needed with multi-agency input, to address the underlying causes of homelessness.
15. **Relieving Homelessness** - Cardiff has a wide range of high quality temporary and supported housing and has successfully avoided the use of bed and breakfast accommodation since January 2006. However, the number of clients entering temporary accommodation has increased while the number moving on to permanent accommodation has decreased in recent years. This has resulted in longer periods spent in temporary provision. There is a need to improve move-on options to prevent long stays in temporary accommodation.
16. **Social Housing** – All social landlords in Cardiff are committed to housing homeless households and regularly exceed set targets. However, with almost 8,000 households live on the Cardiff Housing Waiting List (as at 1<sup>st</sup> October 2018) and approximately 400 new applicants joining the list each month, demand for social housing cannot be met by current supply. The private rented sector is therefore essential in addressing the needs of homeless households.
17. **Equalities** – A full equalities review has shown that a high proportion of single young men and those from Black/African/Caribbean/Black British and Other ethnic backgrounds are becoming homeless and the reasons for this need to be further explored.

### **Homelessness Strategy**

18. Responding to these key issues, the Cardiff Homelessness Strategy 2018-2022 has been developed and is attached at Appendix 1. The Strategy sets out an overarching vision for homelessness services in Cardiff and high level aims as follows:

#### ***Vision***

To work with our partners to prevent homelessness in Cardiff; providing the right support at the right time to meet the housing needs of our citizens.

## **Aims**

- Provide high quality housing advice services across the city, helping all citizens to find the right housing solution for them;
- Take early action to help prevent homelessness;
- Provide good quality temporary housing, continuing to avoid the use of bed and breakfast accommodation;
- Work with both private and social landlords to ensure that a range of good quality permanent housing solutions are available;
- To ensure appropriate support is available for our more vulnerable citizens;
- To work in partnership with statutory and third sector agencies to ensure a joined up service for clients.

## **“We Will” Commitments**

To support these aims a number of “We Will” commitments have been set out. A summary of the key commitments are set out below:

- Extend and improve housing advice and better publicise the services available to help prevent homelessness;
- Build on the success of current prevention work by developing more focused and targeted prevention services;
- Improve the support available to private landlords to ensure homeless families have access to good quality private sector accommodation;
- Review specialist pathways into services to ensure they are working effectively;
- Review the success of the revised housing allocation policy to ensure that the needs of homeless and other vulnerable people are met;
- Improve services to the most vulnerable by addressing the underlying causes of homelessness;
- To reduce the time spent in all forms of temporary and hostel accommodation by increasing move on options;
- Explore the reasons for the differential impact of homeless on some groups, in particular younger men and those from certain ethnic backgrounds.

19. Key actions to support these commitments have been set out in the Strategy and a full action plan will be developed with partners to implement these over the life of the Strategy.

### **Resourcing the Changes**

20. The Welsh Government made additional funding available for homelessness in the 2018/19 settlement; this funding is being used to increase resources for advice and prevention work to support the commitments in the Strategy. Welsh Government grants such as Supporting People Programme Grant and Homeless Prevention Grant are used primarily to fund third sector housing and homelessness support services. Cardiff is also proactive in bidding for additional ad hoc grants to fund additional services. Resources for homelessness services will need to be kept under review if demand continues to increase at the current rate.

### **Proposed Changes to the Cardiff Housing Allocation Scheme**

21. A number of the findings from the review could be addressed through amendments to the Cardiff Housing Allocation Scheme. To ensure that the needs of homeless and other vulnerable people are met, the following changes to the Scheme are proposed:
  - **Length of Stay in Temporary Accommodation** - in order to address the length of stay in temporary accommodation, it is proposed that the number of high availability areas that homeless applicants are required to choose will be increased from 2 to 4 areas. While still giving homeless households choice about the area in which they wish to live, this change will increase the chance of an appropriate social housing offer becoming available within a reasonable time and thereby reduce the length of stay in temporary accommodation.
  - **Family Breakdown** – it is proposed that applicants who have been given notice from parents, friends or relatives who are no longer willing to accommodate them and where there are significant/exceptional circumstances will be given additional priority if they remain at home. They will be included in Band Bi of the General Housing Waiting List. Eligibility for this band will be determined by officers in the Housing Options Service.
  - **Move On from Hostels and Supported Housing** – a clear pathway will be developed for move on from hostels and supported housing projects. It is proposed that additional priority will be given to these individuals. Those needing to move on from hostels and supported housing who are particularly vulnerable will be included in Band Bi of General Waiting List, with less vulnerable applicants needing to move on included in Band Bii. Support needs for these clients will be assessed and appropriate support put in place to ensure successful move on.

These changes will help address immediate issues relating to homelessness and it is recommended that these are implemented immediately. A full review of the Cardiff Housing Allocation Scheme is planned for 2019/20.

### **Review of the Cardiff Rough Sleeper Strategy 2017-2020**

22. Cardiff, in line with the rest of Wales, has experienced an upward trend in rough sleeping in recent years. Numbers of rough sleepers have however stabilised in Cardiff during the current financial year.
23. Since the introduction of the Cardiff Rough Sleeper Strategy, a number of innovative projects have been developed by the Council and partners to address identified gaps in provision and meet specific needs. These include a Housing First pilot offering direct placements into tenancies with intensive wrap-around support; an accommodation project offering intensive support to people with multiple complex needs; specialist accommodation and support for women with high support needs and at risk of exploitation; and an alternative drop-in facility for rough sleepers not accessing other services. A range of emergency accommodation initiatives have also been put in place including direct access to bed spaces for clients identified by the Outreach team; improved support for those accessing emergency accommodation and planned development of additional emergency provision, including additional pods in Ty Tresillian and Huggard Hostels and an extension to the Wallich Nightshelter.
24. Improved monitoring of the Single Persons Gateway accommodation including hostels and supported housing identifies a high number of homeless clients repeatedly being evicted, abandoning placements or experiencing a placement breakdown. While 204 rough sleepers were assisted into accommodation during 2017/18 some of these will be repeat individuals as unfortunately placements often break down. There are currently 51 clients within the Gateway who have been placed over 20 times since 2015. Of these, the highest number for an individual is 71 placements, with an average of 26 placements for these complex clients. Many of these clients have one or more support needs relating to substance misuse, mental health or alcohol.
25. In response to this “revolving door of homelessness”, the Council has introduced a Homeless Advocacy Programme to work with individuals to identify reasons and triggers for placement breakdown, with the aim of sustaining placements or supporting positive moves. In addition, to better address complex needs, the multi-disciplinary city centre team will be expanded to include dedicated substance misuse and mental health workers; an additional homeless nurse and counselling service. Support staff will be trained in providing trauma-informed services.
26. While much work has been done to address rough sleeping, the problem remains. A research project will therefore be commissioned to better understand whether services are meeting needs, review best practice and identify any remaining gaps in provision.

## **Consultation and Equality Impact Assessment**

27. A consultation exercise was conducted with stakeholders in April 2018, seeking their comments on the homeless services in Cardiff. The outcomes of this exercise have been incorporated into the homelessness review and subsequent strategy. Partners were also asked to provide feedback on sections of the review as they were drafted.
28. Working in partnership with the Cardiff Research Centre, a client survey was developed covering advice; support for those threatened with homelessness; support for those who were or are homeless; and demographic information. Paper-based and on-line versions of the survey were developed. The survey was posted to clients who had used the Housing Options Service within the last year. Current service users were assisted to complete the survey during appointments in the Hubs or the Housing Options Centre. Partner organisations working within supported accommodation were also asked to assist homeless clients to complete the survey. The survey was live between 30th August and 12th October 2018 and a total of 465 responses were received. The findings are reflected in the Strategy.
29. An Equality Impact Assessment has been carried out on the Strategy. A number of actions have been identified as a result of the review including a review of how mental health issues are identified during the initial homelessness assessment to ensure that all needs of the client are being met and further investigation into why single young men and some ethnic minority groups are more affected by homelessness. A copy of the Equality Impact Assessment can be found at Appendix 2.

## **Reason for Recommendations**

30. Part 2 of the Housing (Wales) Act 2014 places a duty on local authorities to carry out local homelessness reviews and formulate local strategies. The Cardiff Homelessness Strategy 2018-2022 will ensure that the Council meets this requirement and has current and relevant strategic plans in place to address homelessness.
31. It has been identified that a number of the issues raised in the homelessness review could be addressed through amendments to the Cardiff Housing Allocation Scheme.

## **Financial Implications**

32. The report sets out the Cardiff Homelessness Strategy 2018-2022 and proposes some changes to the Cardiff Housing Allocation Scheme. Any costs incurred in relation to the proposed strategy, any actions arising and other service changes will need to be managed within existing Council budgets for homelessness and any external funding such as Supporting People grant and Homelessness Prevention grant.

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

33. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. standing orders and financial regulations; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.
34. The Council has to satisfy its public sector duties under the Equalities Act 2010 (including specific Welsh public sector duties). 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.
35. Protected characteristics are:
  - Age;
  - Gender reassignment;
  - Sex;
  - Race - including ethnic or national origin, colour or nationality;
  - Disability;
  - Pregnancy and maternity;
  - Marriage and civil partnership;
  - Sexual orientation;
  - Religion or belief – including lack of belief.
36. As such a decision to implement the proposal has to be made in the context of the Council's equality act public sector duties.
37. The report identifies that an Equality Impact Assessment has been carried out and is appended at Appendix 2. 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.
38. The decision maker must have due regard to the Equality Impact Assessment in making its decision.
39. The Well-Being of Future Generations (Wales) Act 2015 places a well-being duty on public sector bodies to take action to achieve seven well-being goals in accordance with the 'sustainable development principle'.
40. The seven well-being goals are: "a prosperous Wales", "a resilient Wales", "a healthier Wales", "a more equal Wales", "a Wales of cohesive communities", "a Wales of vibrant culture and thriving Welsh language"



and "a globally responsible Wales"; and a description of each goal is given in the Act. Decision makers should consider how the proposed decision may contribute towards, or impact upon, achievement of the well-being goals.

41. In order to comply with the well-being duty, the Council must act in accordance with the 'sustainable development principle', which is defined as meaning that the Council must act in a manner which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs. Put simply, this means that Council decision makers must take into account the impact of their decisions on people living their lives in Wales in the future. There are a number of factors which the Council must take into account in this regard, specifically, decision makers must:

- Look to the long term
- Focus on prevention by understanding the root causes of problems
- Deliver an integrated approach to achieving the seven well-being goals
- Work in collaboration with others to find shared sustainable solutions
- Involve people from all sections of the community in the decisions which affect them

#### **HR Implications**

42. There are no HR implications to this report.

#### **RECOMMENDATIONS**

1. To agree the Cardiff Homelessness Strategy 2018-2022 as set out at Appendix 1.
2. To agree the proposed changes to the Cardiff Housing Allocation Scheme as set out at paragraph 21.

**SARAH MCGILL**  
**15<sup>th</sup> November 2018**

*The following appendices are attached:*

Appendix 1 - The Cardiff Homelessness Strategy 2018-2022  
Appendix 2 - Equality Impact Assessment

*The following background papers have been taken into account:*

Cardiff Homelessness Review 2018

Mae'r dudalen hon yn wag yn fwriadol

# Cardiff Homelessness Strategy [Draft] 2018—2022



# Contents

<b><u>Foreword</u></b>	<b>3</b>
<b><u>Introduction</u></b>	<b>4</b>
<b><u>Key Findings</u></b>	<b>5</b>
<b><u>Summary of Commitments</u></b>	<b>7</b>
<b><u>Implementing the Strategy</u></b>	<b>10</b>
<b><u>National Policy Context</u></b>	<b>11</b>
<b><u>Local Policy Context</u></b>	<b>15</b>
<b><u>The Homelessness Review</u></b>	<b>17</b>
<b><u>Homelessness Services in Cardiff</u></b>	<b>18</b>
<b><u>Partner Comments</u></b>	<b>22</b>
<b><u>Client Homelessness Survey</u></b>	<b>24</b>
<b><u>Demand for Services</u></b>	<b>26</b>
<b><u>Causes of Homelessness</u></b>	<b>27</b>
<b><u>Early Intervention</u></b>	<b>28</b>
<b><u>Key Issues</u></b>	<b>31</b>
<i><u>Financial Issues</u></i>	<i>31</i>
<i><u>Family Breakdown</u></i>	<i>33</i>



<b><u>Social Housing</u></b>	<b>36</b>
<b><u>The Private Rented Sector</u></b>	<b>37</b>
<b><u>Temporary and Supported Accommodation</u></b>	<b>40</b>
<b><u>Specialist Pathways</u></b>	<b>47</b>
<b><u>Support for Vulnerable People</u></b>	<b>49</b>
<b><u>Rough Sleeping</u></b>	<b>52</b>
<b><u>Equalities</u></b>	<b>57</b>



**Councillor Lynda Thorne**  
**Cabinet Member for Housing and**  
**Communities**

I am pleased to share with you Cardiff's Homelessness Strategy 2018-2022. The strategy recognises and builds on the considerable work that is already taking place to prevent and address homelessness across Cardiff, but I acknowledge that there is still more to do.

The strategy has been developed in a time of challenges. Economic austerity and welfare reform have impacted on many households' budgets and, coupled with high housing costs in Cardiff, have led to increased demand for homelessness services. This additional demand, together with reductions in public spending, has placed considerable pressures on both the statutory and voluntary sectors. In response, this document outlines the co-ordinated approach required to tackling and preventing homelessness in our city over the next four years.

A number of different factors can contribute towards people becoming homeless. These include personal issues such as debts; poor physical and mental health; relationship breakdown; having been in care, the armed forces or prison, and wider

socio-economic factors such as poverty and a lack of affordable housing.

It is also well documented that a lack of stable housing can in itself impact on an individual's physical health, mental health and wellbeing, making it harder to find a job and maintain relationships. The longer someone is in this situation, the more at risk they are of developing complex or multiple issues.

As well as individual impacts, homelessness has wider implications for Cardiff as a whole, ultimately affecting levels of inequality; social exclusion; community cohesion and economic prosperity. It is my personal belief, shared by the rest of the Cabinet, that good quality housing advice and assistance is a fundamental element in supporting vulnerable people to address their problems and achieve the best possible outcomes.

Along with partners across the public, private and voluntary sectors, I am committed to addressing both the causes and impacts of homelessness and continuing to bring about effective change. To that end, this strategy aims to ensure that all homeless and vulnerably-housed households in Cardiff receive appropriate and timely help and support.

*Councillor Lynda Thorne*

Cabinet Member for Housing and  
Communities.

# Introduction

The Housing (Wales) Act 2014 places a duty on local authorities to carry out local homelessness reviews and formulate and adopt homelessness strategies based on the results. Key objectives are the prevention of homelessness, securing suitable accommodation and providing adequate support.

This Cardiff Homelessness Strategy 2018-2022 responds to a comprehensive review of homelessness in Cardiff undertaken during 2018. The review explored the range of issues faced by households threatened with or experiencing homelessness and the adequacy of service response received, in order to identify any gaps in provision. Alongside examination of key data, the views and opinions of partners and service users were considered.

The resultant strategy sets the strategic direction for homelessness services in Cardiff and identifies the key priorities for the Council and its partners. It complements and runs alongside the Cardiff Rough Sleeper Strategy 2017-2020 and the Cardiff Housing Strategy 2016 - 2021.

Cardiff Homelessness  
Strategy  
2018—2022

## Cardiff Homelessness Strategy 2018-2022

The Homelessness Strategy for Cardiff sets out how the Council and its partners will deliver homelessness services across the city.

### The vision:

**‘to work with our partners to prevent homelessness, providing the right support at the right time to meet the housing needs of our citizens’**

will be realised through the following key aims:

- Provide high quality housing advice services across the city, helping all citizens to find the right housing solution for them.
- Take early action to help prevent homelessness.
- Provide good quality temporary housing, continuing to avoid the use of bed and breakfast accommodation.

- Work with both private and social landlords to ensure that a range of good quality permanent housing solutions are available.
- To ensure appropriate support is available for our more vulnerable citizens.
- To work in partnership with statutory and third sector agencies to ensure a joined up service for clients.



# Key Findings

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## INCREASING DEMAND

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Demand for services has increased significantly. Applications for help have increased by **68%** since April 2015. Households threatened with homelessness have increased by **103%**.



## EARLY INTERVENTION

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During 2017/18 **Cardiff prevented 73%** of households from becoming homeless where help was sought at an early stage. This was the third highest result in Wales. However, many households do not seek help prior to becoming homeless and there is a need to increase accessibility and availability of services so that more people access assistance at an early stage.



## FINANCIAL ISSUES

---

Mortgage and rent arrears was the **chief cause of the threat of homelessness** in 2017/18 with **707** cases, a **247%** increase on the previous year. Wider social issues such as the impact of welfare reform are contributing to a significant increase in the number of people experiencing financial difficulties leading to rent arrears.



## PRIVATE RENTED SECTOR

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Loss of rented or tied accommodation, other than through rent arrears is also a **major cause of homelessness** in Cardiff. Evidence suggests that landlords are selling their properties and leaving the private rental market. High levels of rent in Cardiff, and the reluctance of landlords to let to benefit claimants have been identified as barriers to effectively using this resource. There is a need to better support landlords and increase incentives for them to house homeless applicants.



## FAMILY BREAKDOWN

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There has been an 81% increase in clients losing accommodation provided by parents, relatives or friends from April 2015 to March 2018. This became the **biggest cause of homelessness** in Cardiff in 2017/18. There is a need to build on the current family mediation arrangements. There are also concerns that changes to the Cardiff Housing Allocation Scheme in 2015, which affected the priority status of applicants living at home, are contributing to the **increase in those presenting with parental notices** and revisions to the Allocation Scheme are necessary to address this.



# Key Findings

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## SPECIALIST PATHWAYS

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There are a high number of households in Cardiff needing to move on from **accommodation provided by the National Asylum Support Services** following a decision on their case. A review of the pathway is required to ensure these clients receive help prior to losing their accommodation.

Prison leavers account for a significant number of people accessing homelessness services. There is **limited opportunity for prevention with the majority of prisoners**. A review of the pathway for these households is required to assess if there is scope for improved prevention work.

## VULNERABLE GROUPS

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Many clients have complex issues resulting from **Adverse Childhood Experiences**, leading to issues such as mental health and substance dependency. Often these clients can struggle to maintain any form of accommodation resulting in a **revolving door of homelessness**. A **person-centred, trauma informed approach is needed with multi-agency input**, to address the underlying causes of homelessness.

## RELIEVING HOMELESSNESS

---

Cardiff has a wide range of high quality temporary and supported housing and has **successfully avoided the use of bed and breakfast** accommodation since January 2006. However, the number of clients entering temporary accommodation has increased while the number moving on to permanent accommodation has decreased in recent years. This has resulted in longer periods spent in temporary provision. There is a need to improve move-on options to prevent long stays in temporary accommodation.

## SOCIAL HOUSING

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There are almost **8,000 households** on the waiting list and approximately **400 new applicants** join each month. Demand for social housing cannot be met by the current supply despite ambitious new build plans. The Private Rented Sector is essential in addressing the needs of homeless households.

## EQUALITIES

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A **high proportion of single young men** and those from **certain ethnic backgrounds** are becoming homeless and reasons for this need to be explored.









# Summary of Commitments

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**1**

**Extend and improve housing advice and better publicise the services available to help prevent homelessness.**

-  Develop an in-house specialist housing and homelessness advice service.
-  Provide housing and homelessness advice across the city through the Community Hubs.
-  Publicise advice services available to the public, as well as statutory and third-sector partners.
-  Offer digital access to homeless services, through the website, Skype and on-line web chat.

**2**

**Build on the success of current prevention work by developing more focused and targeted prevention services.**

-  Further develop the Prevention Service, offering a wide range of interventions tailored to individual need.
-  Offer prevention appointments in the client's own home or in Community Hubs.
-  Provide timely, easy to access mediation interventions for families, landlords and tenants.
-  Ensure those who have complex needs are assisted to engage with support as early as possible, building on the success of schemes such as the Housing Support Worker Service and by advertising the availability of Floating Support.

### 3

## Improve the support available to private landlords to ensure homeless families have access to good quality private sector accommodation.

- ➡ Develop a specialist Private Rented Sector team, providing high quality advice and support to landlords.
- ➡ Deliver Private Rented Sector training to prospective tenants to maximise the chance of a successful tenancy.
- ➡ Review the range of incentives given to private landlords to meet the changes within the Private Rented Sector.
- ➡ Review the current bond schemes ensuring that these meet the needs of all clients, are sustainable and fit for purpose.

### 4

## Review specialist pathways into services to ensure they are working effectively.

- ➡ Review the prisoner pathway and build on the success of the vulnerable women's prisoner pathway.
- ➡ Further develop services for young people through the proposed new City Centre Youth Hub.
- ➡ Review accommodation available for young people with complex needs.

### 5

## Review the success of the revised Housing Allocation Scheme to ensure that the needs of homeless and other vulnerable people are met.

- ➡ Provide additional priority to housing applicants living with friends or relatives in overcrowded or other exceptional housing circumstances.
- ➡ Explore giving further priority on the waiting list for vulnerable groups such as rough sleepers or those ready to move-on from hostels.

## 6

### Improve services to the most vulnerable by addressing the underlying causes of homelessness.



The Public Service Board to work as a partnership to build on the multi-agency city centre team to include substance misuse, probation and mental health services.



Deliver additional and improved emergency accommodation.



Work to reduce evictions from and abandonment of supported housing provision.



Review the success of the Housing First and other innovative housing pilots.



Review and further strengthen partnership arrangements to ensure there is a clear multi-agency approach to vulnerable and chaotic individuals.



Commission a research project to review the effectiveness of services for rough sleepers and any opportunities for improvement.



Review how mental health issues are identified during homeless assessments and ensure support needs are being met.

## 7

### To reduce the time spent in all forms of temporary and hostel accommodation by increasing move on options.



Ensure all housing providers are aware of and use the bond / rent in advance schemes available and promote the use of the private rented sector.



Improve the services to clients living in temporary accommodation to help them to source their own accommodation.

## 8

### Explore the reasons for the differential impact of homelessness on some groups, in particular younger men and those from certain ethnic backgrounds.



Carry out further data analysis and test findings by consultation with clients.

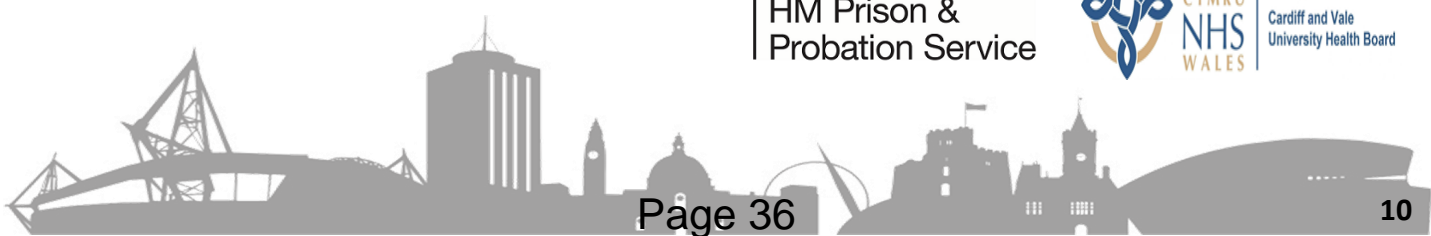
# Implementing the Strategy

In order to improve existing services and address any gaps in provision, the strategy sets out a number of ambitious activities to be undertaken over the next four years. These are listed as ‘We Will’ commitments throughout the document and will inform an accompanying action plan. Implementation will be continually monitored and a report on progress published each year.

Partnership working will be integral to taking forward this strategy. This will include collaboration between Housing and Social Care within the Council, and with other key partners including third sector agencies, the Police, Health, Registered Social Landlords (RSLs) and private landlords.

## Funding

A number of funding sources will be used to support the commitments made in this strategy. Additional funding for homelessness made available by Welsh Government in 2018/19 is being used to increase resources for advice and prevention work, whilst the Supporting People Programme Grant and Homeless Prevention Grant are used primarily to fund third sector housing and homelessness support services, such as homeless hostels, domestic abuse refuges and floating support in the client’s own home. Cardiff is also proactive in bidding for ad hoc grants to fund additional services.



# National Policy Context

## Well-being of Future Generations (Wales) Act 2015

The Essentials



## Well-being of Future Generations (Wales) Act 2015

The *Well-being of Future Generations (Wales) Act 2015* focuses on improving the social, economic, environmental and cultural well-being of Wales. Public bodies are required to consider the long-term well-being of the population and to work sustainably to prevent persistent problems such as poverty and health inequalities.

The Act encourages organisations to work together to prevent problems occurring or getting worse and establishes seven national well-being goals:- preventing and tackling homelessness has a key role to play in addressing a number of these, including achieving a more equal Wales; a healthier Wales; a more resilient Wales and a Wales of cohesive communities.

## The Ten Year Homelessness Plan for Wales 2009-2019

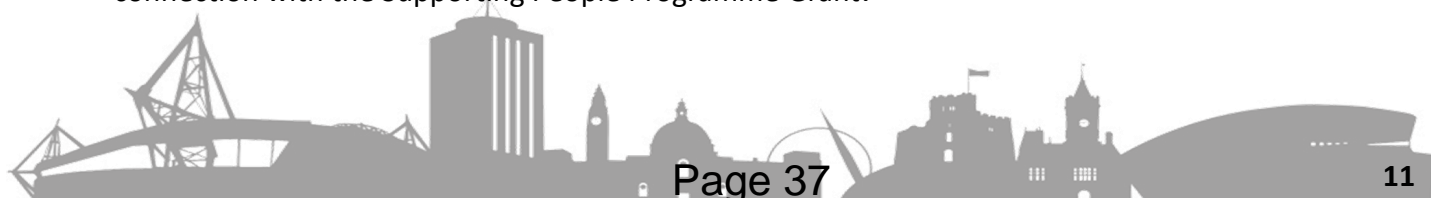
The Welsh Government's *Ten Year Homelessness Plan for Wales 2009-2019*, identifies five key objectives that have helped to shape this strategy:

- Preventing homelessness wherever possible
- Working across organisational boundaries
- Placing the service user at the centre of service delivery
- Ensuring social inclusion and equality of access to services
- Making the best use of resources.

## Other Relevant Plans and Legislation

Other plans considered as part of the development of the strategy include:

- *National Housing Strategy 2010 – 'Improving Lives and Communities – Homes in Wales'* - sets out the challenges in meeting Wales' housing requirements, the priorities and the actions that will be taken.
- *Welfare Reform Act 2012* - lays out the UK Government's proposals for reforming the welfare system to improve work incentives, simplify benefits, address fairness and tackle administrative complexity.
- *Social Services & Wellbeing (Wales) Act 2014* - provides a legal framework for improving the well-being of people (adults and children) who need care and support, carers who need support, and for transforming social services in Wales.
- *Renting Homes (Wales) Act 2016* - aims to make it simpler and easier to rent a home, replacing various and complex pieces of existing legislation with one clear legal framework.
- *Rough Sleeping Action Plan 2018-20* - reflects the concern of the Welsh Government and its partners at the recent rise in rough sleeping and the priority given to reversing this.
- *Supporting People Programme Practice Guidance 2018* - issued by the Welsh Government in connection with the Supporting People Programme Grant.



## Housing (Wales) Act 2014

The *Housing (Wales) Act 2014* introduced a fundamental reform to homelessness law, the main objective being to ensure people who are homeless or facing homelessness receive help as early as possible.

The legislation introduced a new, inclusive system designed to help everyone at risk from homelessness, not just those in priority groups. It places a stronger duty on local authorities to prevent homelessness (within 56 days) and allows them to use suitable accommodation in the private sector.



The purpose of the legislation is to achieve:

- fewer households experiencing the trauma of homelessness.
- increased help, advice and information for households who received limited assistance under the previous legislation.
- more focus on the service user, helping them to address the causes of homelessness and make informed decisions on finding solutions to their housing problem.
- better, more targeted, prevention work.
- more effective use of the private rented sector as a solution to homelessness.
- a stronger emphasis on co-operation and multi-agency working.
- greater protection provided for children in households who are homeless or threatened with homelessness as well as additional help for children leaving care.

## Definition of Homelessness

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The Housing (Wales) Act 2014 sets out the legal definition of homelessness. As recommended by the Welsh Government, for the purpose of this strategy the following broader definition of homelessness has been used:

***'Where a person lacks accommodation or where their tenure is not secure'.***

**This includes:**

- **Sleeping rough;**
- **Living in insecure/temporary housing (excluding assured/assured short-hold tenants);**
- **Living in short term hostels, night shelters, direct access hostels;**
- **Living in bed and breakfasts;**
- **Moving frequently between relatives/friends;**
- **Being unable to remain in or return to housing due to poor housing conditions; overcrowding; unaffordability; domestic abuse; harassment; mental; physical and/or sexual abuse;**
- **Accommodation not meeting the needs of people with physical or learning disabilities, sensory impairments or mental health conditions;**
- **Being threatened with losing their home and without suitable alternative accommodation for any reason, e.g. domestic abuse;**
- **Leaving hospitals, police custody, prisons, the armed forces and other institutions without a home to go to;**
- **Being required to leave by family or friends or due to relationship breakdown;**
- **Within 56 days of the end of tenancy, facing possession proceedings or threat of eviction.**

## Duty to Provide Advice and Assistance

The Council has a duty to provide housing advice and assistance to anyone seeking it. This may include outlining the various accommodation options available, as well as support to access relevant benefits.

## Duty to Prevent Homelessness

The Council is required to work with eligible clients to try and prevent homelessness or secure alternative accommodation. This may include facilitating mediation with family members or addressing issues such as rent arrears.

## Interim Duty to Secure Accommodation

The Council has an immediate duty to ensure suitable accommodation is available when they have reason to believe a client may be eligible for assistance, may be homeless and may have a **priority need**. This will be pending the completion of its enquiries.

## Duty to Help to Secure Accommodation

Where homelessness cannot be prevented, the Council must assist all eligible households to find suitable alternative accommodation. This may include assisting access into the private rented sector, or supported housing for those deemed vulnerable, as defined by the legislation.

### PRIORITY NEED

The following clients have a priority need for accommodation under the relevant duties:-

- pregnant women;
- people responsible for dependent children;
- victims of domestic abuse;
- young people aged 16-17 or leaving local authority care;
- armed forces personnel;
- vulnerable as a result of time in prison or another reason such as mental health issues, age or rough sleeping.

## Duty to Secure Accommodation

Where alternative accommodation has not been found under the previous duties, most single people without dependents would fail to qualify under this duty, unless they were deemed vulnerable and in priority need. While the Council has no duty to provide it, Cardiff has a range of accommodation for single people with no priority need.



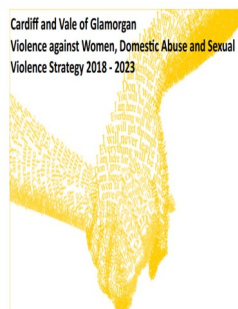
# Local Policy Context



## Cardiff Well-being Plan 2018 - 2023

The Cardiff Well-being Plan sets out the priorities for action across the public sector in Cardiff for the next five years, structured around the following Well-being Objectives:

1. **A capital city that works for Wales**
2. **Cardiff grows in a resilient way**
3. **Safe, confident and empowered communities**
4. **Cardiff is a great place to grow up**
5. **Supporting people out of poverty**
6. **Cardiff is a great place to grow older**
7. **Modernising and integrating our public services.**



## Cardiff and Vale of Glamorgan Violence against Women, Domestic Abuse and Sexual Violence Strategy 2018-2023

This regional strategy sets out how all partners will shape and deliver responses to all forms of violence against women, domestic abuse and sexual violence across the region.

The vision is that 'people who live, work, study in and visit Cardiff and the Vale of Glamorgan have the opportunity to live positive, independent lives without being affected by violence and abuse'. The strategy aims to address the prevention, protection and support of victims and also the efforts required to pursue those responsible.

## CAPITAL AMBITION OUR COMMITMENTS FOR CARDIFF



## Corporate Plan 2018-21 'Delivering Capital Ambition'

Cardiff Council's 'Capital Ambition' policy programme sets out four key priorities for the city:

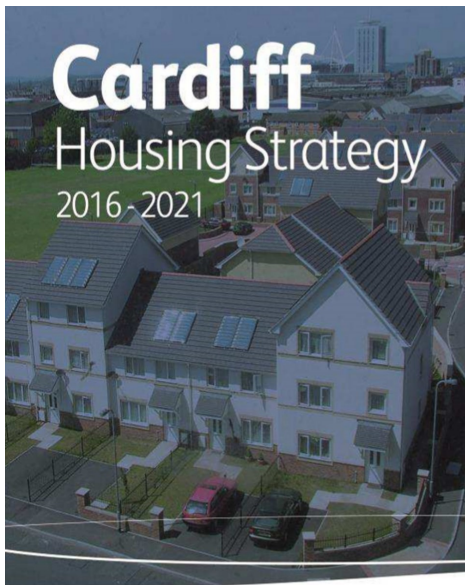
- **Working for Cardiff:** Making sure that all citizens can contribute to, and benefit from, the city's success.
- **Working for Wales:** A successful Wales needs a successful capital city.
- **Working for the Future:** Managing the city's growth in a sustainable way.
- **Working for Public Services:** Making sure public services are delivered efficiently, effectively and sustainably in the face of the rising demand and reducing budgets.

Increasing the supply of genuinely affordable housing is at the heart of the Administration's approach to reducing costs for those in poverty, tackling homelessness and destitution, and to creating 'inclusive growth'. Commitments include:

- **building 1,000 new Council homes** by 2022 through the Cardiff Living Scheme and taking forward other innovative housing initiatives.
- increasing the delivery of new houses to meet housing need through the development of Local Development Plan strategic sites including **6,500 new affordable homes by 2026.**

Cardiff's Corporate Plan 2018-21 details how these priorities will be achieved, with their delivery structured around the Well-being Objectives set out in the Cardiff Well-being Plan.

# Local Policy Context



## Cardiff Housing Strategy 2016-2021

The overarching vision for the Cardiff Housing Strategy is *'to deliver the best housing outcomes for the people of Cardiff, working together with partners to ensure that all citizens can access high quality, affordable and sustainable homes'*.

This vision will be realised through achieving the following key aims:

- to develop a full understanding of housing need in the city;
- to take a coordinated and evidence based approach to developing and improving homes in Cardiff;
- to ensure that the housing needs of the most vulnerable are met;
- to improve neighbourhoods and help build stronger communities.



## Cardiff Rough Sleeper Strategy 2017-2020

Cardiff's Rough Sleeper Strategy outlines how people sleeping rough can receive appropriate and accessible support, advice and homelessness assistance. The vision *'to work towards ending rough sleeping in Cardiff'* is underpinned by the following key aims:

- to work to understand the causes of rough sleeping;
- to work with partners to ensure support is directed towards ending and not reinforcing rough sleeping;
- to ensure early intervention to prevent rough sleepers becoming entrenched;
- to develop a range of accommodation and support solutions tailored to individual needs.

# The Homelessness Review

## Cardiff Homelessness Review 2018

The Housing (Wales) Act 2014 places a duty on local housing authorities to periodically carry out a homelessness review for their area and develop a homelessness strategy based on the findings.

Cardiff's Homelessness Review 2018 includes a detailed analysis of data collected by the Housing Options Service concerning levels and causes of homelessness in Cardiff, together with an overview of the services in place to help those in need. It focuses on the key themes of preventing homelessness, securing accommodation and providing support.

## Partner and Client Input

The review was undertaken by officers within the Council's People and Communities directorate, with the input of both internal and external partners to ensure that priorities are fully understood.

A consultation exercise was conducted with stakeholders in April 2018, seeking their comments on the homeless services in Cardiff. Partners were also asked to feed back on sections of the review as they were drafted.

People who have directly accessed homelessness services were also consulted on their views, via a client survey. Working in partnership with the Cardiff Research Centre, a questionnaire was developed covering advice; support for those threatened with homelessness; support for those who were or are homeless; and demographic information.

Paper-based and on-line versions of the survey were developed. The survey was posted to clients who had used the Housing Options Service within the last year. Those currently using the service and attending appointments in the Hubs or the Housing Options Centre were taken through the online survey. Partner organisations working with homeless people within supported accommodation were also asked to assist their clients to complete the survey. Promotion to targeted audiences was undertaken via the Council's social media channels. The survey was live between 30th August and 12th October 2018 and a total of 465 responses were received.

The findings from the data analysis, partner consultation and client survey provide the evidence base upon which this homelessness strategy has been developed.



Housing Options Centre

# Homelessness Services in Cardiff

## Housing Options Centre and Specialist Services



### Triage & Frontline Assessment

Triage work with clients at reception to resolve their housing problem. The triage officer will assess whether the client needs:

- advice and assistance only
- an appointment with a homeless case officer
- immediate emergency accommodation

Frontline Assessment is undertaken by a homeless case officer. The case officers assess the case and make legal decisions under the Housing (Wales) Act 2014.

They work with the client to help alleviate their housing issue, creating a personal housing plan with reasonable steps for the Council and the client to take. The plan is tailored to the clients' needs.



### Prevention & Private Rented Sector Team

The Prevention Team assists clients to remain in their homes by a range of assistance such as:

- Rent rescue
- Mediation
- Help to find alternative accommodation
- Support to find accommodation in the private sector

The Private Rented Sector Team work with landlords offering:

- A tenant finding and matching service and accompanied viewings
- Property inspection, inventory and Health and Safety Rating System checks
- Dedicated Account Management offering support, mediation and advice for landlord and tenant
- Dedicated fast-tracked Housing Benefit service and direct payments



### Housing Support Workers

The Housing Support Worker project helps vulnerable homeless clients with support needs or complex health needs who are either threatened with homelessness or living in Leased Temporary Accommodation.

They help to prevent homelessness by:

- Mediating with existing landlords
- Assisting with debt or budgeting issues
- Helping to find other suitable accommodation
- Resettling clients in Temporary Accommodation into private rented accommodation



### Debt & Housing Team

The Debt and Housing Team provide specialist advice to anyone who may be experiencing difficulties with their rent or mortgage and undertake a variety of prevention including:

- Income maximisation
- Debt and budgeting advice
- Negotiating with mortgage companies and solicitors
- Liaising with Housing Associations and Cardiff Council regarding repayment plans for rent arrears
- Assisting Private Tenants who are threatened with homelessness due to landlord repossession or dispute with landlord
- Advocacy at court for homeowners and Housing Association tenants



Assists clients with emergency and temporary accommodation. The team is the single point of entry into:

- Single Persons Gateway
- Family Gateway
- Young Persons Gateway

The team provides suitable accommodation dependant on the clients' needs and provides advice on move-on options and permanent housing solutions.



24/7 service provided by Women's Aid in partnership with Bawso and Llamau, for victims of violence against women, domestic abuse and sexual violence.

A team of advocates deliver a triage service to assess victim needs for support including:

- Safety advice
- Assistance with the provision of security measures in the home
- Access into a range of crisis/emergency accommodation
- Specialist housing and legal advice
- Specialist children and young people's support
- Joint working with South Wales Police to address domestic abuse issues including joint visits and a review of the pathway for Police Protection Notices (PPNs)
- Benefit and welfare information
- Health services and support for complex needs
- Access into a range of therapeutic interventions, group work and self-help programmes



The Basement, located in Charles Street, is a collaboration between the Council's Children's Services and Homeless Services and third sector support from Llamau.

It provides free confidential advice to young people aged 16 - 25 who are homeless or facing homelessness, including:

- Housing and welfare advice
- Homeless assessments
- Family mediation with the aim of preventing homelessness
- Assistance establishing suitable housing and support solutions

# Services for Rough Sleepers



**The Wallich Services**

## Rough Sleeper Intervention Team

This service operated by The Wallich in partnership with the Council's Homeless Outreach team, is more commonly known as the 'Breakfast Run'. Staff go out each morning to engage with rough sleepers through the provision of breakfast and other welfare items.

## Cardiff Solutions Service

Based at the Wallich's Night Shelter, Cardiff Solutions Service provides an alternative drop in facility for rough sleepers not accessing other services.



HUGGARD, Helping The Homeless  
**Huggard Day Centre**

Huggard's Day Centre provides essential facilities for homeless people creating the opportunity to engage with them in a warm friendly atmosphere, to help break their cycle of homelessness.

### Services Include:

- Free and low-cost meals
- Free clothing, laundry and personal hygiene facilities
- A care of address
- Providing a range of welfare checks
- Activity sessions
- Advocacy Service
- Substance misuse service and needle exchange



**Homeless Outreach & City Centre Team**

The Council's Homeless Outreach and City Centre Team engage with people who are currently, at risk of becoming, rough sleepers.

The team works alongside other outreach agencies to:

- Provide assistance to access accommodation
- Provide access to other services such as health and social care
- Complete statutory homeless assessments providing clients with access to homelessness services
- Social Worker and Homeless Nurse
- Various visiting clinics and health services



**Bus Project**

Delivered by the Salvation Army Sunday to Thursday evenings every week. The Service provides:

- Food
- Access to advice
- Advocacy
- Medical support
- Access to accommodation



**Reconnection Service**

The Reconnection Service delivered by the Salvation Army supports individuals with no local connection to return to their home authority in a managed way, or to achieve another positive accommodation outcome.

Accommodation may be provided for an individual with no local connection either for one night or temporarily via a waiver to access specialist provision only provided in Cardiff, or because of overwhelming vulnerability, health or social care grounds.

# Hubs, Advice and Support Services



Based at Central Hub with outreach teams across city Hubs, foodbanks and Job Centre Plus.

The team provide:

- Advice and assistance with arrears of rent, council tax or utility bills
- Budgeting help
- Identifying and applying for relevant benefits, grants and discounts
- Accessing fuel poverty schemes.
- Help opening a bank account
- Foodbank vouchers

The Cardiff Advice Service is provided by Citizens Advice and Speakeasy. They are funded by the council to provide independent, confidential and impartial advice on many issues including:

- Welfare benefits
- Debt/housing
- Family relationships
- Employment law
- Immigration
- Discrimination
- Consumer issues

The Into Work Service provides free drop-in sessions in locations across Cardiff for residents looking for work or to upskill.

Help provided includes:

- Assistance with CV writing, job applications, forms and covering letters
- Searching for jobs and setting up a Universal Job Match account
- Digital Support for Universal Credit
- Skills Training

Floating Support provides 2298 units of housing related support to vulnerable people across all tenancy types at risk of homelessness. Support includes:

- Budgeting
- Tenancy issues
- Advocacy
- Managing money / Debt Advice
- Access to training and employment
- Developing independent living skills



The Landlord Liaison team, based within the Cardiff Council's Benefits section provide advice and support to private landlords, working with them to encourage renting of properties to benefit claimants.

Their work includes:

- Basic housing advice
- Basic Council Tax advice
- Referrals into Council services and specialist organisations
- Preventing unnecessary evictions
- Universal Credit advice
- Safeguarding & Direct Payments

Home finder workshops help and assist homeless clients, and those seeking housing to look for accommodation in the private rented sector in Cardiff and its surrounding areas.

They operate at all city Hubs and also from other locations in the near future.

- Provides housing advice
- Assists applicants joining the Cardiff Housing Waiting List
- Assists clients with reviews of homeless action plans
- Referrals to other housing and partner services

# Our Partners Said...

There was considerable consensus on the issues raised by our partners, and their comments mirror the findings of the data review. A summary of these is set out below:

**Welfare Reform** – Universal Credit, Benefit Cap, in work poverty and zero hours contracts were all cited as reasons for the rise in homelessness.

**Difficulty Accessing the Private Rented Sector** – high rent levels in Cardiff and the amount of student accommodation together with new legislation such as Rent Smart Wales were of concern along with a lack of single person housing and need for guarantors. There is a perceived need to speed up the bond application process to help people find private rented accommodation.

**Family and Relationship Breakdown** including domestic violence were also considered significant causes of homelessness. Bereavement was also considered a key cause of homelessness.

**Personal Behaviours and Challenges** – it was recognised by all partners that personal issues were a key cause of homelessness: this included mental health, learning disabilities and substance dependency. These issues made it difficult for clients to navigate the homelessness pathway. Offending behaviour was also an issue and move on for these clients was particularly challenging.

**Services for High Needs and Chaotic clients** – many partners recognised the increasing complexity of clients, resulting in a high number of evictions from hostels. A need for more join up with health services was seen as important. Concerns were also raised about vulnerable clients and the risk of cuckooing and other exploitation.

**Lack of Move On Options/Support** – lack of move on accommodation and particularly appropriate secondary supported accommodation were seen as a key issue as was adequate support into independent living.



**Begging and Street Culture** were issues that partners considered were keeping people on the streets.

**The Housing Options Centre** services were highly regarded by some partners. The location of the building and long waits for service were seen as challenges. The need for a more person centred and trauma informed approach was seen as key to improving outcomes.

**The Hubs** – the advice in the Hubs was appreciated including Into Work Advice. Several partners thought more local housing and homelessness services would be ideal as this would increase accessibility and visibility of service. Training of staff was seen as key to the success of this.

**Prevention Services** – the need for more proactive prevention work was recognised by most partners. More financial assistance for those who did not need supported accommodation, increased rent rescue at an earlier stage and longer periods of floating support were highlighted.

**Funding** - innovation grants and projects were seen as good practice by some partners. Others raised concerns about the lack of certainty in funding arrangements.

# 2018 Homelessness Survey

## Advice

89%

Were satisfied with the advice received overall.

68%

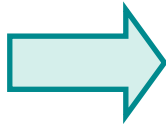


Rated advice received from the Council and its partners as **EXCELLENT** or **GOOD**

## Threatened with Homelessness



Clients threatened with homelessness who received help from the Council



96%

were satisfied with the help they received from the Council

## Homeless

71% Offered Temporary Accommodation

86%

Satisfied with their Temporary Accommodation



83%



Happy with the help they received from the Council in finding permanent accommodation

# Client Comments Homelessness Survey

*"I was in an awful situation, the Council helped me and my family. I'll always appreciate it."*

*"I think the advice is marvellous. It was great for me!"*

*"I have a job and it would have been helpful to have a pre-arranged appointment so I could plan around work."*

*"The Housing Outreach team connect with people to help allay fears."*

*"I felt the process was lengthy but it improved and ran more smoothly when I was seen by the case officer."*

*"Having the same housing officer throughout the process would be better."*

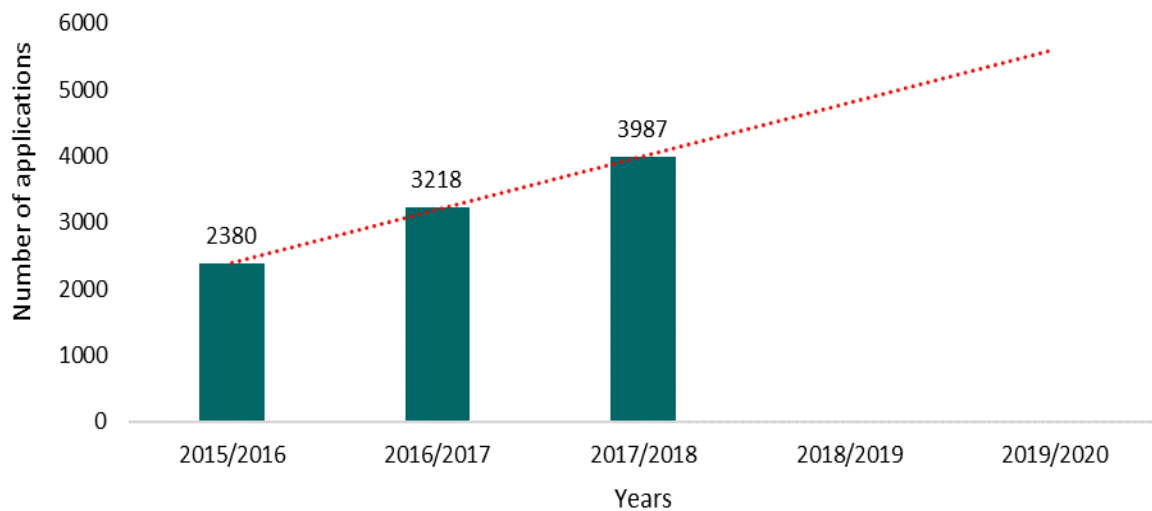
*"Make the services more widely advertised. Didn't know where the help was available."*

*"It was difficult to get in touch at times. Regular updates during the process would be helpful."*

*"Give access to application forms and advice at the Hubs as there are long wait times in Housing Options Centre."*

# Demand for Services

Actual and Projected Number of Applications for Help  
2015 - 2020



## Applications for Help

Cardiff Council has seen an increase of 68% in applications for help over the period April 2015 to March 2018. If demand increases in line with previous years, the Council could expect to receive almost 6,000 applications a year by 2019/20.

The number of applicants who were found to be threatened with homelessness increased from 762 to 1,544 (103%) over the period, whilst those found to be homeless rose from 1,274 to 1,976 (55%) and the number found to be homeless and in priority need rose from 571 to 669 (17%).

## Implications of Increasing Demand

If projected increases in current trends continue there is a risk that services will not be able to keep pace with demand. Cardiff has recognised the need to invest in more early intervention to address increasing homelessness. In 2018/19 additional funding has been made available for homelessness services and will be focussed on advice and prevention work. Partners have raised concerns about the stability and continuation of funding.

## Demand for Advice Services

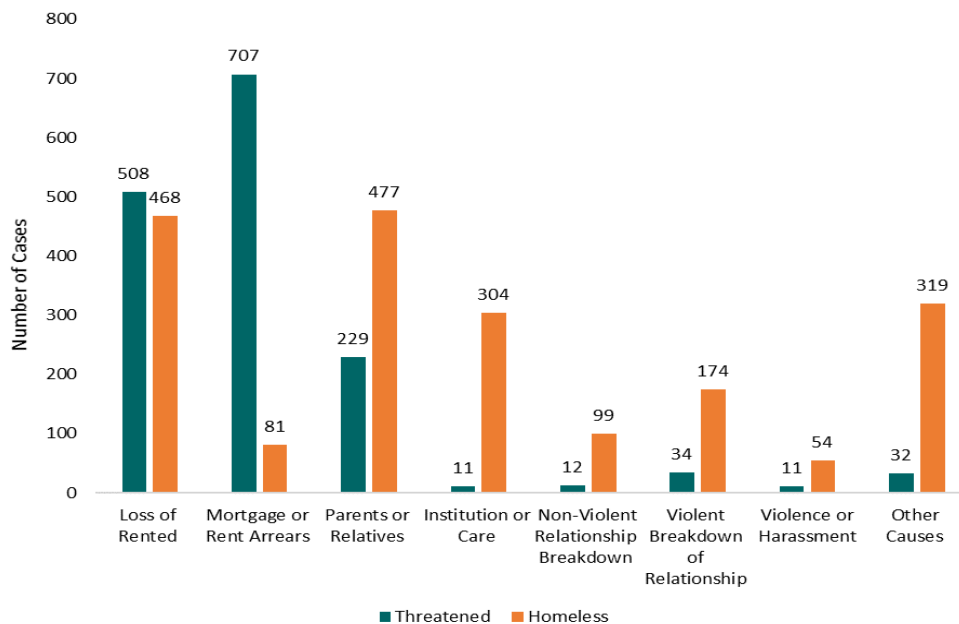
Numbers seeking housing-related advice within the Community Hubs has increased by 23%, from 14,707 to 18,103 for the period April 2015 to March 2018.

There are also high numbers of people attending the Housing Options Centre. In 2017/18, 11,154 customers were recorded.



# Causes of Homelessness in Cardiff

Threats and Causes of Homelessness  
2017/18



In 2017/18 the chief cause of the threat of homelessness was mortgage or rent arrears with 707 cases recorded, a 247% increase on the previous year. In part this increase is due to better recording of cases, however it also reflects the pressures of welfare reform.

Parents, relatives or friends no longer willing or able to accommodate became the biggest cause of homelessness with 477 cases recorded. Loss of Rented or Tied Accommodation was also a significant causes of homelessness in 2017/18. This includes those leaving National Asylum Seekers Service accommodation, but there is also evidence that landlords are leaving the rental market.

## Client Views

The client survey identified similar trends. The most common reason given for the cause of homelessness by respondents was that parents or relatives were no longer willing or able to accommodate, this was closely followed by the landlord wanting the property back.

However, this information only tells part of the picture. The causes of homelessness are complex and multi-faceted. Individual circumstances such as health concerns and substance misuse can often interplay with wider social issues such as welfare reform, resulting in a person losing their home.

When asked about personal issues in the client survey, a third of respondents indicated that mental health issues had contributed to their housing situation.

## Partner Consultation

Partners were asked for any comments they had about the causes of homelessness in Cardiff and any trends they had identified. They confirmed that welfare reform and problems with the private rented sector were key issues. Partners also cited personal issues such as mental health and substance dependency as being key issues.

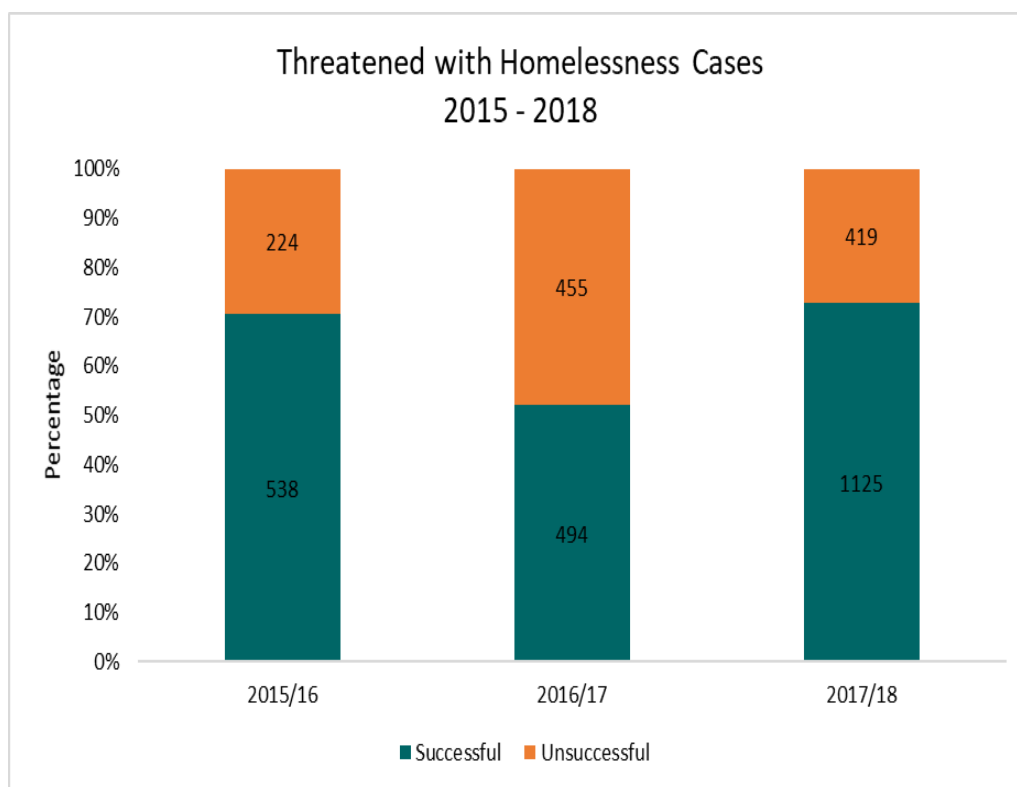
# Early Intervention

Cardiff Council is committed to providing a holistic housing service in which help is readily available and not only provided at the point of crisis. A joined up, person-centred service is integral to delivering the best outcomes for clients. Any underlying issues that may be contributing or will contribute in future to a person's housing situation are considered.

Early intervention has been identified as key to successfully tackling homelessness and it is therefore vital that people are aware of the services and help available.

In 2017/18, 73% of all cases where a duty to help prevent was accepted were successfully prevented. This represents a 40% improvement on the previous year.

Early intervention and advice have produced successful outcomes where clients have engaged with the service, however in many cases there was not an opportunity to work with clients before they became homeless.



## ACTION

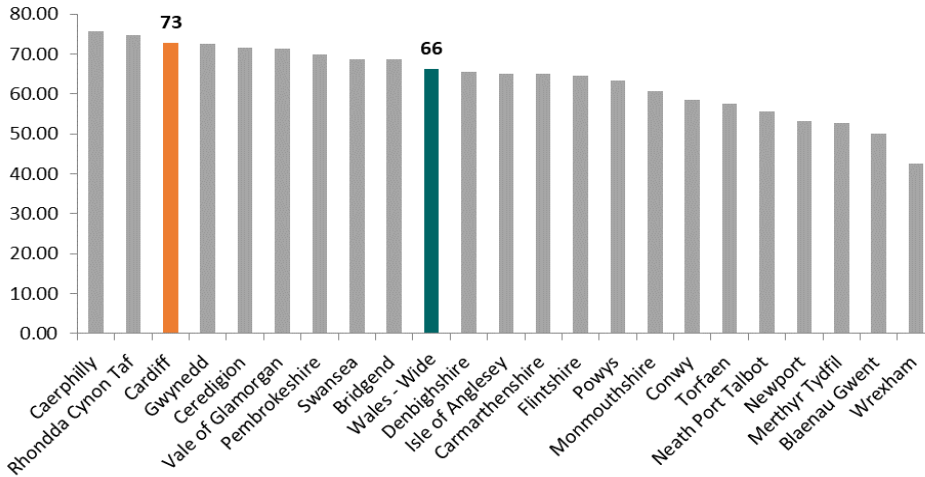


**Further develop the Prevention Service, offering a wide range of interventions tailored to individual need.**



# Early Intervention

**Percentage Successfully Prevented by Welsh Local Authority 2017/18**

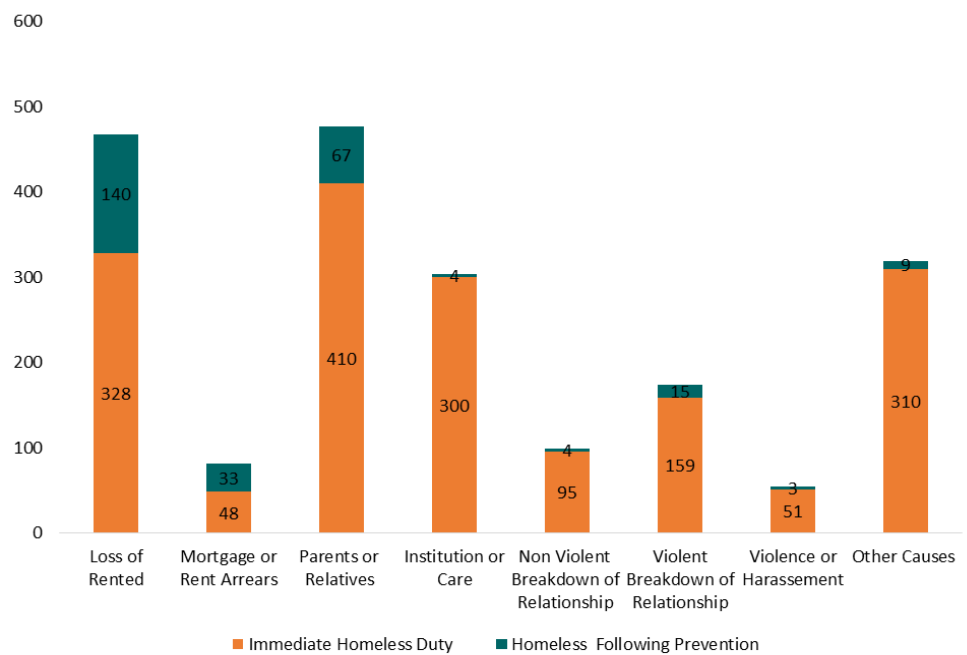


Across Wales as a whole, the successful prevention rate was 66.4%, Cardiff's result was third highest with a prevention rate of 72.9%.

Cardiff helped more clients (1,544) with prevention services than any other authority in Wales, 17% of all outcomes Wales-wide.

The adjacent graph shows the causes of homelessness in 2017/18 broken down by clients who were immediately homeless compared with those who were homeless following unsuccessful prevention work.

**Homeless Cases 2017/18**



For the majority of clients that became homeless in 2017/18, there had not been an opportunity for prevention work.

For certain groups, such as victims of domestic abuse, assistance is understandably not accessed until the point

of crisis. For others better awareness of services could have prevented homelessness. Prevention was also difficult for ex-prisoners and refugees. These are explored later in the strategy. There is a need to better advertise the services available to those to whom early intervention could assist.

# Early Intervention

High demand for services has led to increased waiting times at the Housing Options Centre. Using average figures from March 2018, the total amount of time that a client may spend in the Housing Options Centre, from making a presentation at reception to leaving their general interview, is over three hours. Greater use of the Hubs for housing advice could reduce waiting times at the Housing Options Centre and help improve customer satisfaction.

## Partner Comments

Partners have cited long waiting times and the location of the Housing Options Centre as causes for concern, and welcome the use of the Community Hubs to assist in homelessness prevention.

<b>ACTION</b>	 <b>Develop an in-house specialist housing and homelessness advice service and offer digital access through Skype and online webchat.</b>
<b>ACTION</b>	 <b>Provide housing and homelessness advice across the city through the Community Hubs.</b>
<b>ACTION</b>	 <b>Offer prevention appointments in the client's own home or in Community Hubs.</b>
<b>We Will:</b> <b>Build on the success of current prevention work by developing more focused and targeted prevention services.</b>	

## Case Study

Miss S lived in private rented accommodation and had been served a notice for rent arrears. She was unable to present to the Housing Options Centre in person due to mental health issues.

A home visit was arranged and a case officer reassured Miss S that they would liaise with the letting agent on her behalf and would assist in mediating her housing problem. A financial statement was completed and although Miss S was receiving her full benefit entitlement there was little flexibility in her budget. This gave her a permanent feeling of fear and anxiety over losing her tenancy.

Miss S was provided with budgeting advice, including how to ensure that she was paying bills in full and on time. This helped alleviate her stress and anxiety. The case officer contacted Miss S's letting agent who advised that the landlord was open to saving the tenancy if the rent arrears were resolved.

The agent and landlord were advised the Council could assist Miss S with the Rent Rescue Scheme and provide ongoing tenant support.

Following an affordability assessment, negotiations were carried out and the landlord agreed to cease any legal action and issue a new tenancy agreement. More importantly, the landlord agreed to reduce Miss S's monthly rent.

Miss S was delighted that her tenancy could be saved. She currently has no rent arrears and a more affordable tenancy.



# Key Issues

## Financial Issues

The impact of welfare reform including the implementation of Universal Credit, along with in-work poverty and zero hour contracts are leading to more people experiencing financial difficulties in Cardiff. In an increasing number of cases this is impacting on their ability to pay their rent. Benefit changes may continue to impact on homeless services particularly as benefits become more conditional and complex.

For the period April 2015 to March 2018 Cardiff Council has seen a 762% increase in the number of clients experiencing difficulties with paying their rent or mortgage. The number of cases rose from 82 in 2015/16 to 707 in 2017/18. This is in part due to better recording of cases.

Although there has been a significant increase in demand for the service due to financial issues, **Cardiff Council has achieved great success in this area with 93% of all clients who engaged with services prevented from becoming homeless in 2017/18.** Early intervention has been identified as key to this success.

### Private Sector Rent Arrears

The largest group affected by rent arrears are those renting in the private sector. Various measures are used to prevent these clients from becoming homeless. This includes:

#### Safeguard Scheme

Tenants in receipt of Housing Benefit may be at threat of homelessness by mismanagement of their finances, leading to missed rental payments. In such cases making housing benefit payments directly to a tenant may not always be in their best

### Rent Rescue

Rent Rescue can be paid to priority need clients who have accrued rent arrears in social housing tenancies or private accommodation which threatens their tenancy.

Overall Rent Rescue awards for the period April 2015 to March 2018 increased by 25%. While most awards are made to those in private rented accommodation there was a significant increase in awards made to social housing tenants, from 6 to 78.

interest, so Cardiff Council has developed a Safeguard Scheme to protect them. Under the scheme housing benefit can be paid directly to a landlord.

Direct payments can also be made to a landlord under Universal Credit. Awareness of this service should be promoted further to ensure private landlords are aware.

### Discretionary Housing Payments

Financial support provided through Housing Benefit or Universal Credit in the private rented sector is restricted to the Local Housing Allowance rate and may not cover all of a client's rent. If they are unable to afford the shortfall they can apply for a Discretionary Housing Payment via the Council's Benefit Service.

# Key Issues

## Social Housing Rent Arrears

In 2017/18, 150 clients residing in social housing were threatened with homelessness due to rent arrears. With changes to welfare benefits many social landlords are changing the way they manage rent arrears. It has been identified that early intervention in this area is essential as small amounts of arrears may not be regarded as problematic, but they can soon escalate.

Improved partnership working between the Council's Housing Finance Service and the Housing Options Service has ensured that all cases where there is a threat of homelessness due to rent arrears are referred early and before the point of crisis. This early intervention is producing successful outcomes. In 2017/18 all clients who were at risk of homelessness through social rent arrears, and engaged with the Housing Options Service, were prevented from becoming homeless.

## Mortgage Arrears

If a client is having difficulty paying their mortgage, their lender will notify the Housing Options Service directly so that prevention work can take place. Staff within the Debt and Housing team are fully trained in liaising with mortgage companies and solicitors regarding hardship options, term extensions, payment arrangements and assisting clients in court action.

In 2017/18, 76% of clients who presented to the service with mortgage arrears were prevented from becoming homeless.

## Case Study

Mrs D presented at the Housing Options Centre due to mortgage arrears which had accrued following the death of her husband. Mrs D advised of severe mental health issues and also some physical health problems. She was reliant on an income of Income Support, Carer's Allowance (as she cared for her elderly mother) and Disability Living Allowance.

Mrs D had a very low mortgage balance, however the term of her mortgage had expired and therefore the full amount was due immediately. As she had not been able to pay this amount, a court hearing for possession had been listed. Through advance negotiations with the lender the Debt and Housing team were able to get a 56 day adjournment of the court proceedings agreed, to enable Mrs D to consider her options.

The Debt and Housing Team referred Mrs D to an independent financial adviser and it transpired that Mrs D had a private pension she was able to draw upon which would be sufficient to clear the arrears in full.

At the court hearing the Debt and Housing team represented Mrs D and gained a further adjournment of 28 days from the Judge, as this was opposed by the lender. This allowed Mrs D to have enough time to release the proceeds from her pension to repay the mortgage balance in full and possession action was ended.

# Key Issues

## Family Breakdown

Cardiff has experienced a significant increase in clients losing accommodation provided by parents, relatives or friends. In 2017/18 this became the biggest cause of homelessness. This category includes those clients who are 'sofa-surfing'. This means that they are staying temporarily with friends and relatives while attempting to find permanent accommodation.

## Young People

Many of those who present are young people who have experienced a breakdown in relationship with their parents. Often family life has become difficult, and in some cases it may not be safe for the young person to remain at home.

Young people can be assisted by the Young Persons Gateway, a single point of access delivered in partnership between Children's Services, homeless services and Llamau. This includes a housing information and assistance service, Homeless and Children's Services assessment of statutory duties, a mediation service and support needs assessment.

## Young Persons Mediation


Mediation can be an effective tool in preventing homelessness. Mediators work with young people and their families to identify and resolve the issues causing conflict within the family home. Where this is not possible or appropriate, homelessness assessments are undertaken and advice given to establish suitable housing and support solutions.

Whilst the overall number of young people accessing services via Llamau increased by 13% for the period April 2015 to March 2018, the number accessing mediation services declined by 41%.



## City Centre Youth Hub (One Stop Shop)

The Council has recently agreed to establish and run a Youth Hub from which Children's Services, Housing and Youth Services will be co-located, providing a single 'front door' for young people seeking information, advice and assistance.

**ACTION**  **Further develop services for young people through the proposed new City Centre Youth Hub.**

# Key Issues

## Respite Mediation

In November 2017 a pilot Respite Mediation project was set up at Northlands young persons hostel, to trial supporting young people threatened with being asked to leave the family home with a period of respite accommodation, along with intense family mediation. This intervention aims to enable the young person to return home rather than enter the homelessness system.

A respite room provides a young person with a place to stay for up to 28 days away from their family, giving them much needed breathing space. During this time intense support and mediation is provided to both the young person and their family to enable them to work through their differences towards resolution.

Since January 2018, 80% of clients who have used the facility have returned to their family home.



## Case Study

A young male was experiencing difficulty at home and risked being asked to leave.

He moved into the respite room at Northlands and intense mediation began between him and his mother. The mediators spent time building rapport and trust and the sessions became constructive, with both the young person and his mother being supported to convey their feelings with a view to restoring their relationship. Mediation sessions took place twice a week and the relationship slowly began to improve.

After a few weeks the young person began going back to the family home for meals. This strengthened his relationship not only with his mother but also with his siblings, which had been a cause of some of the previous conflict. Gradually the visits home progressed to overnight stays which also went well.

The young person successfully returned home but mediators continued to stay in contact as the newly reunited family adapted to living together again. A few more mediation sessions took place at the family home to ensure the return went smoothly and the family continued to feel supported at a crucial time.

Both parties reported feeling much happier and more able to communicate with each other to prevent conflict from building up in the future.

# Key Issues

## Family Mediation

Mediation may also be appropriate in cases where families are overcrowded, particularly where clients have small children or are pregnant and living at home with their parents. Prevention can be difficult in these circumstances as clients often present with an immediate notice to leave the property, which means that they must be placed in temporary accommodation.

**ACTION** → **Provide timely, easy to access mediation interventions for families, landlords and tenants.**

There is a concern that amendments to the Cardiff Housing Allocation Scheme in 2015, including changes to priority status on the housing waiting list, may be encouraging homeless presentations from clients living with relatives or friends. The Council will therefore consider giving additional priority to housing applicants on the waiting list living with friends or relatives in overcrowded or other exceptional housing circumstances.

**ACTION** → **Provide additional priority to housing applicants living with friends or relatives living in overcrowded or other exceptional housing circumstances.**

## The Triage and Visiting Officer Service

In response to the volume of notices issued by parents, relatives or friends, a new mediation initiative has been trialled by the Housing Options Service.

During a home visit with the parents present, mediation is offered alongside housing advice, including information on the Cardiff Housing Waiting List and the private rented sector. If a client can remain at their parents' property in the short term, while alternative accommodation is sourced, this relieves pressure on the temporary accommodation service.

During the period January to June 2018, 73% of all clients who engaged with the new trial were prevented from entering temporary accommodation.

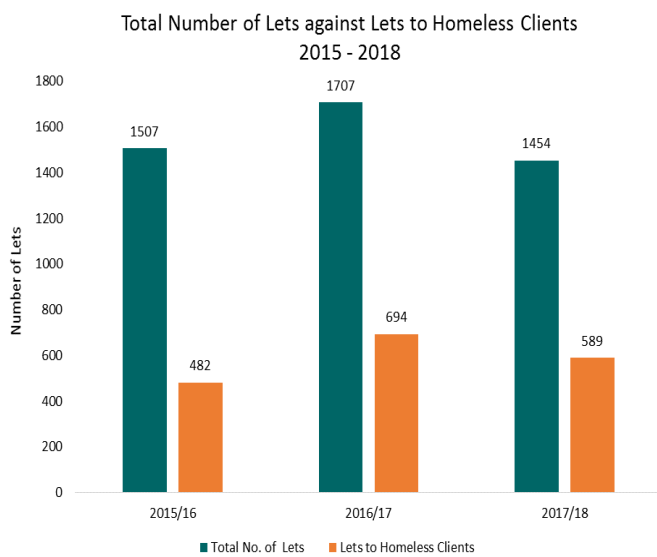
## *We Will:*

**Review the success of the revised Housing Allocation Scheme to ensure that the needs of homeless and other vulnerable people are met.**

# Social Housing

The Council and partner Housing Associations have in total almost 26,000 units of accommodation, and all use the same Cardiff Housing Waiting List and Allocation Scheme to let their properties.

The Scheme ensures that those with the greatest housing need are helped first, that applicants have a choice about where they want to live, and that they are offered properties that suit their needs.



There are 7,891 households on the Cardiff Housing Waiting List (as at 1<sup>st</sup> October 2018), and approximately 400 new applicants join the list each month. There is a need to balance the allocation of properties between homeless applicants and general waiting list applicants many of whom have very significant housing needs. A target of 40% has been set for lets to homeless households. General lets exclude retirement and other specialist accommodation.

All social landlords in Cardiff are committed to housing homeless households and regularly exceed the set target. In 2017/18 they made 51% of general lets and 41% of all lets to homeless applicants.



Unfortunately, due to the overall low level of social housing lets the average waiting time for homeless clients increased from 290 days to 338 days during 2017/18.

The number of lets fluctuates year on year and is influenced by various factors such as the number of tenants who move on and the number of new build schemes that become ready for let in the year.

The Council has plans in place to build 1,000 new council homes by 2022, with further plans to build 1,000 additional homes in the longer term. Partner Housing Associations plan to build at least 1,000 units over the same period.

It is clear that despite this ambitious build programme, supply will still not meet demand. It will therefore be essential to maximise the use of the private rented sector to address the needs of homeless households.

# The Private Rented Sector

## Loss of Private Rented Accommodation (other than rent arrears)

The loss of rented accommodation, particularly for those in the private rented sector, is one of the main causes of homelessness in Cardiff.

To address the issue, staff within the Prevention team routinely work with private landlords to help clients remain in their homes, or to assist clients to source alternative accommodation in the private rented sector.

The Housing (Wales) Act 2014 gave local authorities the power to discharge homeless duty through the private rented sector, it is therefore important that the Council routinely works with the sector and establishes good relationships with agents and private landlords.

There is a high degree of successful prevention work in this area - **in 2017/18 78% of all those clients who presented to the service at risk of losing this type of accommodation remained in their homes or moved to new secure accommodation in the private rented sector.** However, the loss of rented accommodation remains an issue as many clients do not approach the service until the accommodation has already been lost.

An investigation into why so many clients are losing their rented accommodation revealed that one of the key factors is landlords withdrawing their properties from the rental market in Cardiff and putting them up for sale. Evidence suggests this is, in part, due to wider legislative and tax relief changes.

ACTION



**Develop a specialist Private Rented Sector team, providing high quality advice and support to landlords.**

For those clients who approach the service for assistance when threatened with the loss of their rented accommodation, the Council can assist by various means including mediating with their landlord if the issue is concerning repairs or rental payments, enabling the provision of floating support to assist a client maintain a tenancy, or by helping to source alternative private rented accommodation.

### The Private Rented Market in Cardiff

In 2015, the Council commissioned a Local Housing Market Assessment (LHMA) to understand the nature and level of housing demand and need within Cardiff. The LHMA found that the average private rent per month in Cardiff was £559 for a 1 bedroom property, £689 for 2 bedrooms and £857 for 3 bedrooms. This compares to Local Housing Allowance rates of £414.24 (1 bedroom), £507.68 (2 bedrooms) and £600.00 (3 bedrooms).

The 2011 Census data shows that the owner-occupier market has reduced since 2001 from 69.2% to 59.2% of the city. Private renting has almost doubled from 11.1% to 21.9%. The private rented sector is now larger than the social sector, which has remained at around 17%.

# The Private Rented Sector

## Relieving Homelessness through the Private Rented Sector

As well as assisting those clients who lose such accommodation, the private rented sector is an important potential source of accommodation for other homeless clients.

In 2017/18 a significant number of clients had their homelessness relieved under the duty to help secure by obtaining accommodation in the private rented sector. This points encouragingly to successful joint working with private sector landlords when a client is under the help to secure duty.

Far fewer had their full homeless duty discharged by accepting a private sector offer, suggesting clients are not being assisted to source private rented accommodation once a full duty has been accepted and they are in temporary accommodation.

## Rent Smart Wales

To improve standards and management practice in the private rented sector, the Housing Act (Wales) 2014 requires any landlord who has a rental property in Wales to register with Rent Smart Wales.

Rent Smart Wales ensures that landlords and agents who carry out letting and management tasks are well trained to deliver better managed properties in the private sector.

Partners have raised concerns that this may be deterring landlords from renting properties and causing some to leave the rental market.



## Barriers to Accessing the Private Rented Sector

Barriers to accessing the Private Rented Sector include:

- **High rent levels in Cardiff**
- **Local Housing Allowance level has not risen in line with private rents, it will remain frozen at the 2016 level until 2020**
- **Reluctance of landlords to let to benefit claimants**
- **Requirement by some letting agents to provide agency fees and guarantors**

**ACTION**



**Deliver Private Rented Sector training to prospective tenants to maximise the chance of a successful tenancy.**



## Financial Incentives

Another barrier to finding alternative accommodation in the private rented sector is the requirement for bonds and rent in advance. The Council funds a number of schemes that provide financial assistance to enable access to the private rented sector.

**Housing Options Bond Scheme** - Bonds and/or rent in advance are provided to eligible applicants with a priority need for housing. They can be used to both prevent and relieve homelessness.

The number of rent in advance payments provided through the Housing Options Scheme has increased by 154% over the period 2015 – 2018, whilst the number of bonds provided through these means has increased by 259%.

**Huggard Bond Board** - Bonds are provided to clients, who are not assessed as priority need, through the provision of a rent deposit guarantee to landlords.

There has been a decline in the number of bonds provided through the Huggard Bond Board over the period 2015 – 2018.

**Hostel and Supported Accommodation Bond Schemes** - These help clients who are ready to move into settled accommodation in the private rented sector. Schemes are currently being provided at the YMCA, Oakhouse and the Wallich and these have been very successful.

**Reconnection Service** - The Salvation Army Reconnection Service will assist clients with no local connection who are unable to return home into private sector accommodation in Cardiff. They have funding to pay bonds and rent in advance to eligible clients.

ACTION



Review the range of incentives given to private landlords to meet the changes within the Private Rented Sector.

ACTION



Review the current bond schemes ensuring that these meet the needs of all clients, are sustainable and fit for purpose.

**We Will:**

Improve the support available to private landlords to ensure homeless families have access to good quality, private sector accommodation.



# Temporary and Supported Accommodation

The Council provides a wide range of temporary accommodation to homeless clients. This is grouped into four types of accommodation controlled through Accommodation and Support Gateways.

Although the Gateways are roughly grouped by demographic (for example young people), they do not have strict referral criteria and clients are placed in the accommodation that best suits their particular needs. For example, some single people may be placed within the Family Gateway leased accommodation if this best meets their requirements.



## Single Persons Gateway

The Single Persons Gateway was created in 2015 to ensure that supported accommodation provision would only be accessed by those that are most in need, and to control the numbers being placed in accommodation without a local connection.

- Single point of access pathway into a range of supported accommodation for single people and couples.
- Single homeless people can access the Single Persons Gateway without a priority need, and the level of accommodation provided will be dependent on the client's vulnerability.
- The majority of Gateway accommodation is used as temporary housing for homeless clients until suitable permanent accommodation is sourced. Some clients will remain in Single Persons Gateway for a longer time while their support needs are addressed, and a small number of clients may remain in certain projects on a more permanent basis due to their needs.
- There are various specialist pathways into the Single Persons Gateway, to ensure ease of access for vulnerable groups such as rough sleepers or those leaving prison.

### Emergency Accommodation

71 Units

- Floorspace
- Pods
- Emergency Beds
- The Nightshelter

### Hostels

232 Units

### Supported Accommodation

256 Units



## Young Persons Gateway

The Council launched the Young Persons Accommodation and Support Gateway in 2015 to manage supported accommodation for young people in Cardiff. It gives young people equal access to accommodation regardless of the legislation under which they are owed a duty.

The pooling of accommodation resources broadens the choice of accommodation for young people, allowing them to be placed appropriate to their needs. The choices are:-

- Hostel accommodation - providing a high to medium level of support
- Smaller 24 hour supported accommodation
- Low-level supported accommodation projects - providing low-level support, often on a visiting basis, to young people in the community
- Supported Lodgings - providing a 'family' environment for the young person

## Young Persons Accommodation and Support Gateway

Once young people are ready to move on from their accommodation within the Young Persons Accommodation and Support Gateway, those in need of further support are provided with tenancy training to equip them to successfully manage a tenancy in the future. This provides a consistent, sustainable pathway out of supported accommodation.

**Hostels, Emergency and Low Level Supported Accommodation**

**103 Units**

**Intensive Supported Accommodation**

**45 Units**

Referrals in to the Young Persons Accommodation and Support Gateway come from the Young Persons Gateway, a single point of entry service for young people in housing need. The service :-

- Is a collaboration between the Council's Children's Services and homeless services
- Is based in the Young Persons Gateway offices in Charles Street
- Llamau provides support services, advice and mediation for young people and their families
- Accepts referrals for homeless young people in priority need, aged 16-21
- Young people not in priority need aged 18-21 can access this Gateway via a vulnerability waiver; otherwise they will be referred into the Single Persons Gateway.



**Family Gateway**

The Family Gateway provides accommodation predominantly for homeless families in priority need. It offers a range of accommodation dependant on accommodation and support needs.

**Hostels and Supported Accommodation**  
124 Units

**Leased Properties**  
343 Units

Family hostels provide 24 hour support to homeless families with support needs while leased accommodation without support is scattered throughout Cardiff in the community.

As with other Gateways, some of this accommodation is used for clients who do not fall into the demographic of the Gateway. For example, some single people, couples or young people who are particularly vulnerable.



**Gender Specific Gateway**

The Gender Specific Gateway delivered by RISE Cardiff was developed to ensure that those experiencing any violence against women, domestic abuse or sexual violence can access the service best suited to their needs.

The service is a single route into services offering a 24/7 one stop shop for these clients to access:

- Advice and support
- Safety planning
- Referrals to other agencies

Clients can self-refer, be referred by Housing Options Service or Cardiff Multi Agency Safeguarding Hub (MASH) who co-ordinate referrals from Police, Social Services and MARAC.

- Accommodation-based Support**
- Crisis/Refuge
  - Move-on
  - No Recourse to Public Funds cases
  - Supported Accommodation
  - Intake and Assessment
  - Management of Gateway system

- Community-based Support**
- Tenancy Rescue
  - Self-Help Programmes
  - Specialist Flying Start Team
  - Community Engagement
  - Tenancy Support
  - Therapy/Counselling
  - Specialist Children IPAs
  - Training/Change that lasts

**High Support Crisis/Refuge**  
31 Units

**Medium Support Crisis/Refuge**  
12 Units

**Supported Housing**  
12 Units

# Temporary and Supported Accommodation



If there is 'reason to believe' that a client is homeless and in priority need, then the Council owes a duty to provide interim accommodation under the Housing (Wales) Act 2014. Interim accommodation may be provided through any of the four Accommodation and Support Gateways.

However, as part of the reasonable steps to help to secure accommodation, Cardiff Council uses a significant amount of temporary and supported accommodation to successfully relieve the homelessness of single people without a priority need.

Cardiff has a wide range of high quality temporary and supported housing and has successfully avoided the use of bed and breakfast accommodation since January 2006.

The number of clients entering temporary accommodation has increased while the number moving on to permanent accommodation has decreased in recent years. This has resulted in longer periods spent in temporary provision.

## Single Persons Accommodation & Support Gateway

Single Persons Gateway data is continually monitored. In 2017/18 1,409 people used the service, however 3,208 placements were made, demonstrating that many individuals are placed within the service more than once in a year. This may be due in part to moving between different types of accommodation within the Gateway, however improved monitoring has shown that a high number of clients are abandoning or being evicted from accommodation and re-entering at a later date. 51 clients have been housed more than 20 times since the Gateway was launched in 2015 and the number of negative moves out of the Gateway far exceeds positive move on. There has been some improvement in the number of positive moves during 2017/18 however negative moves out of single persons accommodation remains an issue of concern and this is explored further in the Rough Sleeping section of this strategy.

There is a range of support in place to help people move on from the Single Persons Gateway once they are ready. The traditional pathway is to progress people from placements in emergency accommodation, through to frontline hostels and if needed into secondary supported accommodation, and finally into independent living in permanent accommodation.

As part of the planned changes to the Cardiff Housing Allocation Scheme, a more robust strategy for clients ready to move on from hostel or supported accommodation will be developed. Clients will be required to pick at least four higher availability areas to increase the chance of an appropriate social housing offer becoming available within a reasonable time.



# Temporary and Supported Accommodation

## Young Persons Accommodation and Support Gateway

The Young Persons Accommodation and Support Gateway provides young people with appropriate supported accommodation or supported lodgings, where they can stay until they are ready for independent living. During 2017/18, 226 unique people presented to the service leading to 420 placements. This includes individuals accessing accommodation multiple times within the same year.

There has been a significant increase in the number of young people positively moving on from the Gateway, 125 in 2017/18 compared to 104 in 2016/17. Most positive moves were into social housing at 64, an increase from 33 in 2016/17. Returns home were also high, increasing from 32 to 43, demonstrating the success of family mediation taking place in some accommodation. Moves into the private rented sector remained low.

Negative moves while lower than in the Single Persons Gateway were still disappointingly high at 88, an increase from 68 in the previous year. There is a need to review the supported accommodation provision for young people with complex needs.

Accommodation for young people is due to be recommissioned over the coming year. Achieving positive move on for young people is a key target for the new service and reasons for negative move on will be monitored carefully.

**ACTION**



**Review accommodation available for young people with complex needs.**

## Training Tenancy Scheme

The training tenancies scheme helps young people who are ready to move from supported accommodation to independent living, but require support to manage their tenancy. The scheme is available to young people who are involved with Children's Services and those who have been accepted as homeless through the Young Persons Accommodation and Support Gateway.

The young person is invited to attend a training session covering information about the housing waiting list, terms and conditions of a tenancy agreement, tenant and landlord responsibilities, and how to pay their utility bills. If they successfully complete the training they are placed in a priority band of the Cardiff Housing Waiting List. When a suitable offer of accommodation becomes available the young person is signed as an introductory tenant. Llamau provide support to the young person for at least the first 12 weeks, but this can be extended for up to 6 months.

If the young person is not able to manage the tenancy they can be assisted to move back into supported accommodation.

Since the scheme began in March 2016, 102 people have successfully completed the tenancy training, 98 of which are currently maintaining social tenancies.

# Temporary and Supported Accommodation

## Family Gateway

Most homeless families are housed in leased accommodation within the community with some housed in family hostels. 497 households were placed in accommodation during 2017/18, a decrease from 641 in 2016/17.

The vast majority of clients move on into social housing (364 households in 2017/18). While there has been an increase of almost 30% in clients being assisted into accommodation in the private rented sector, the actual numbers remain relatively low at 85 households.

Families stayed longer in leased accommodation and family hostels during 2017/18 due to slower move on into permanent accommodation caused by a reduced number of social housing lets.



Families needing more support are housed in one of two family hostels, where they can receive additional assistance including parenting support.

## Housing Support Worker Project

The aim of the Housing Support Worker project is to provide person-centred support to clients living in leased temporary accommodation, who need assistance to move on to permanent accommodation. Based on motivational interviewing techniques, the project empowers clients to move on independently from leased temporary accommodation, mainly into the private rented sector, rather than wait for social housing. Due to its success, the project was expanded in April 2018 to also assist clients threatened with homelessness. The project now assists vulnerable clients with high support needs to complete their reasonable steps to help prevent their homelessness, and keep engaged with all relevant services.

Between April 2018 and August 2018 the project supported 61 clients in leased accommodation and 34 with a prevention duty. Of the cases where support was finalised, 54% secured private rented sector accommodation.

**ACTION**



**Improve the services to clients living in temporary accommodation to help them to source their own accommodation.**

# Temporary and Supported Accommodation

## Gender Specific Gateway

The Gender Specific Accommodation and Support Gateway is managed by the RISE service as part of a comprehensive service combatting violence against women, domestic abuse and sexual violence. Some clients who enter the Gateway do so on a temporary basis to allow for target hardening measures to be installed where required. Other clients may require placement in safe crisis/refuge accommodation with on-going support.

688 clients approached the Gender Specific Gateway in 2017/18. 238 were placed in accommodation and 308 received support to stay at home. 142 clients were sign-posted out of Cardiff or to the Single Persons Gateway. Pressures on refuge accommodation do mean that not all those who need it can be placed and increased move on is needed to free up this accommodation.

Once ready to move on to independent living the private rented sector has been an important resource with a significant number of clients being assisted to access this type of accommodation.

## Case Study

'A' had fled her home due to domestic abuse and there were great concerns for her safety. Following assessments with the R.I.S.E Duty team, she was assessed as high risk and accessed a refuge. 'A' didn't have any form of financial or personal independence, her confidence and belief in herself was extremely low. She was supported in setting up a new bank account, accessing benefits, applying for housing, accessing legal support and liaising with the police. She was also provided with support sessions around confidence building and self-esteem.

'A' has recently moved to another refuge space, which allows her to live more independently, whilst continuing to have support sessions. She is now financially independent and is confident attending appointments by herself.

'A' is also attending legal appointments independently and has an overall positive outlook on life. Additionally, she is excited at the prospect of moving on from the refuge and having her own home.

**ACTION**



Explore giving further priority on the waiting list for vulnerable groups such as rough sleepers or those ready to move on from hostels.

**ACTION**



Ensure all housing providers are aware of and use the bond / rent in advance schemes available and promote the use of the Private Rented Sector.

### **We Will:**

**Reduce the time spent in all forms of temporary and hostel accommodation by increasing move on options.**



# Specialist Pathways

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**In addition to the main accommodation gateways, there are other pathways that support homeless clients with specific needs.**

## Refugees

The National Asylum Support Service (NASS) provides support and accommodation to asylum seekers whilst their applications are being considered. Once leave to remain or refugee status is granted by the Home Office then the accommodation provided by NASS is withdrawn. For the purpose of the homelessness review, a sample of 264 threatened and actual homeless cases, recorded in the Loss of Rented Accommodation category in 2017/18, were examined. Of the sample, 66 (25%) were clients who had lost accommodation provided by NASS.

Clients are normally given 28 days from the date of the asylum decision to vacate the accommodation provided by NASS and can if they wish, present to the Welsh Refugee Council any time up to the 28<sup>th</sup> day. There is however, no requirement for them to engage with the service and often opportunities for prevention work are limited.

Improved communication between the Council and the NASS accommodation providers is required to ensure clients receive help prior to losing their accommodation.

## Prison Leavers

Prison leavers account for a significant number of people accessing homelessness services. In 2017/18, 256 prison leavers presented to the service as homeless. In 2015 the Welsh Government introduced the Prisoner Pathway, the aim of which is to support people leaving

custody to prevent them from becoming homeless, thereby improving their resettlement into society and reducing their risk of reoffending. The planning should begin as soon as they enter prison, with a Resettlement Officer supporting the prisoner with any housing issues they may have. This may include liaison with statutory agencies to maintain Housing Benefit claims during the sentence or with private landlords regarding arrears.

12 weeks prior to release, the Resettlement Officer should undertake a further assessment of the prisoner's housing need, which may include making a referral to the Council so that a decision can be made whether the prisoner is owed a duty under the Housing (Wales) Act 2014.

Unfortunately the Prisoner Pathway is not currently working as anticipated. In 2017/18 a high proportion of those prisoners referred to the Housing Options Service by the prison did not present or receive a full homelessness assessment. This demonstrates that there are currently difficulties in encouraging prisoners to engage with the pathway. Concerns have also been raised about veterans with offending behaviour and their ability to access housing.

A review of the Prisoner Pathway is required to assess if there is an opportunity for improved prevention work with those leaving prison.

**It has been agreed that representatives from HM Prisons and Probation Services will join the multi-agency team in the Housing Options Centre to help review and improve the pathway for those involved in the criminal justice system.**


# Specialist Pathways

## Female Prison Leavers

It has been identified that female prisoners leaving Eastwood Park prison often do not present to the Housing Options Service on release from prison. In some cases this results in clients continuing the cycle of homelessness, prison and street working.

A new procedure has been developed by the Housing Options Service jointly with Safer Wales; the Community Rehabilitation Company; Probation Services; Pobl and the Department for Work and Pensions to try to break this pattern and increase the number of clients who move on to live independently.

Referrals are made to the Housing Options Service 12 weeks prior to release, the client's homeless application will then begin to be assessed. The Council will be notified of the day of release approximately two weeks beforehand and will then begin the process to find a suitable placement based on the information provided so that accommodation is in place on the day of release.

**ACTION**  **Review the prisoner pathway and build on the success of the vulnerable women's prisoner pathway.**



University Hospital of Wales

Housing Resettlement Officers help clients with both physical and mental health issues, they work in the hospitals to identify accommodation needs so that these can be addressed at an early stage. This helps to reduce time in hospital.

There are often cases where a patient is unable to return home as their existing property is no longer suitable for them to live in independently, others may require adaptations to their home or may have been homeless on admission to hospital. The Housing Resettlement Officer will support the patient in making an application to the Cardiff Housing Waiting List, or looking for appropriate private accommodation, ensuring that any accommodation is appropriate to their needs. If required, a referral is made directly to the Housing Options Service and a homelessness assessment is undertaken.

The Council also has six adapted Step Down properties for people requiring alternative short term accommodation to assist with hospital discharge, this includes where the requirement for adaptation has prevented the patient going home.

**We Will:**  
**Review specialist pathways into services to ensure they are working effectively.**

## Hospital Discharge

To support the prevention and relief of homelessness, the Council's Housing Options Service, Independent Living Service, Social Services and the Health Board work in partnership to provide a variety of solutions that have a positive effect on delayed transfers of care and patient flow in hospitals.

# Support for Vulnerable People

## Support for Vulnerable People

Supporting People funded services provide housing-related support to clients who are homeless or at risk of becoming homeless. They help vulnerable people address individual or multiple problems such as debt; employment; tenancy management; substance misuse; domestic abuse and mental health issues. Services are commissioned by the Council and delivered, in the main, by third sector organisations. The type of support provided can be broken down into two categories:

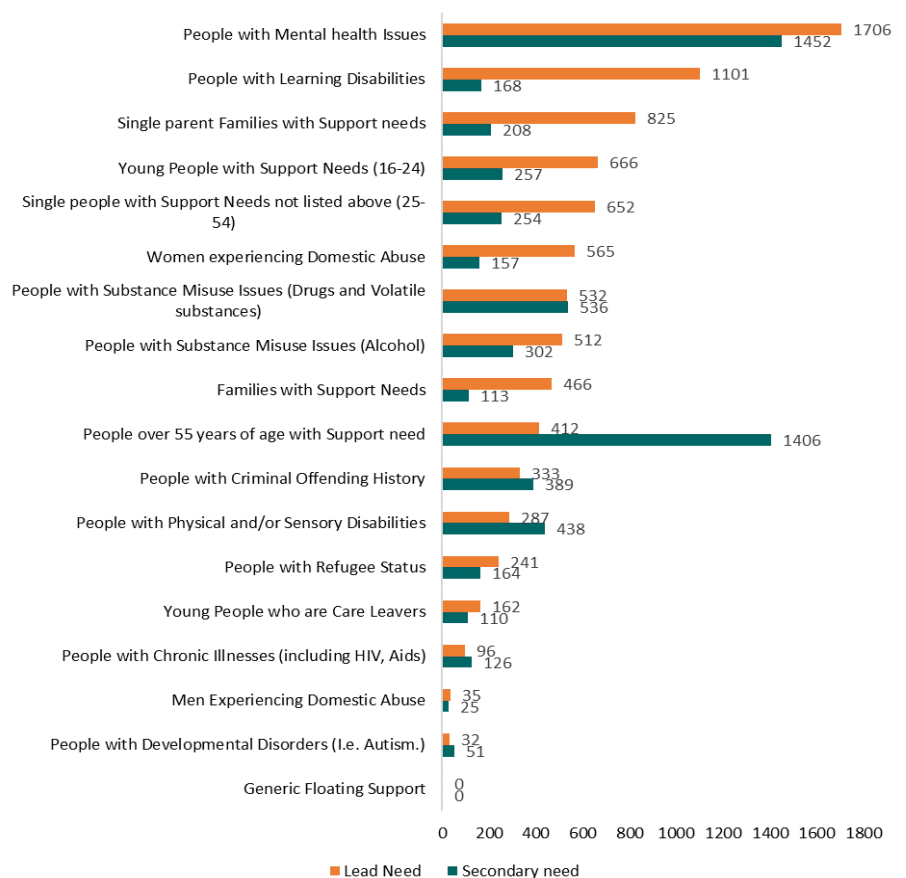
**Generic Floating Support:-** provided in the client's own home, to help prevent them from becoming homeless and to maintain their tenancy. Specialist Floating Support Schemes have also been commissioned aimed at resettling individuals with more complex needs such as mental health.

**Accommodation Based Support Projects:-** controlled through the Gateways, support is provided on-site at hostels, domestic abuse refuges and in supported accommodation for clients with specific needs such as substance abuse, chronic illness and mental health issues.

The lead and secondary needs of all clients who received support during 2017/18 are shown below:

- Mental health issues were the greatest lead and secondary need for all supported clients during 2017/18. 1,706 clients had mental health recorded as a lead need and 1,452 as a secondary need.
- Learning disabilities was the second largest lead need at 1,101 clients.
- Misuse of substances generated significant support needs. In total 1,882 clients had misuse of either drugs or alcohol as a lead or secondary need.

Lead and Secondary Needs of Supported Clients 2017/18



# Support for Vulnerable People

## Floating Support

Generic floating support was recommissioned from April 2017, to increase focus on homeless prevention. The support is provided by two organisations, Pobl and the Salvation Army and the type of support provided includes help with claiming benefits and accessing appropriate health services as well as liaising with landlords regarding rent arrears and other tenancy issues.

In 2017/18 generic floating support was provided to a total of 1,932 clients. 695 generic floating support clients had a lead need of mental health issues recorded. 409 clients had mental health as a secondary need. In 80% of cases the support ended in a planned way, when this was not the case the main reason was non-engagement by the client. 70% of all clients had their support needs met.

The generic floating support service is designed to deliver shorter interventions but can be extended if needed to resolve more complex issues – in 2017/18 42% of individuals completed support within the anticipated 3 months. The remaining 58% had support extended for a longer period. Concerns were raised by partners about the short term nature of support, but as demonstrated, this is extended on a case by case basis as required by the client.

**ACTION** → **Ensure those who have complex needs are assisted to engage with support as early as possible, building on the success of schemes such as the Housing Support Worker Service and by advertising the availability of Floating Support.**

## Case Study

Ms P was a single parent referred to floating support after her Employment Support Allowance (ESA) was stopped as she had missed a medical assessment due to ongoing mental health issues. Subsequently her Housing Benefit ceased, putting her tenancy at risk as she was unable to pay the rent.

The floating support worker assisted Ms P to submit a mandatory reconsideration of her ESA but unfortunately this was declined and the case had to go to tribunal. Ms P was supported through the tribunal and her ESA was eventually reinstated. The support worker also helped Ms P to make a new application for Universal Credit and housing costs were awarded to cover the rent going forward.

Before being referred to floating support, Ms P had accrued rent arrears and the landlord had served a valid eviction notice, putting even more strain on her mental health. Floating Support liaised with the Housing Options Service resulting in a Rent Rescue award of approximately £1,000 for the arrears. As Ms P had been a long term tenant and there had not been any issues before this the landlord agreed to withdraw the eviction notice and extend the tenancy for 12 months.

Finally, Ms P was assisted to seek ongoing support from Community Mental Health teams for her bi-polar, depression and anxiety.

# Support for Vulnerable People

## Mental Health

It is recognised that there has been a significant increase in clients presenting to the homeless service in Cardiff with mental health issues.

### Priority Need Assessments

The number of clients found in priority need and vulnerable due to mental illness, learning difficulties or disabilities increased by 214% for the period April 2015 to March 2018. Although this is a significant increase the total number of clients in this group is relatively low (66 in 2017/18) considering the increase seen in other parts of the service. A review of how mental health issues are identified during the initial homelessness assessment is required to ensure all needs of the client are being met.

**ACTION** → **Review how mental health issues are identified during homeless assessments and ensure support needs are being met.**

### Support Needs

As detailed previously, mental health issues were identified as the greatest lead and secondary need for all clients being supported in accommodation based projects or receiving floating support in 2017/18. Mental health issues have also been cited by partners as one of the main underlying causes of homelessness. A third of those who completed the client survey advised that mental health issues had contributed to their housing situation.

## Housing Resettlement

A Housing Resettlement Officer specifically dealing with clients with mental health issues was introduced in September 2014 to improve patient flow and reduce time spent in hospital by resolving housing and homelessness issues within secondary mental health inpatient stays.

Examples of the support and assistance provided include:

- **Prevention of abatement process/evictions**
- **Homelessness prevention**
- **Supported accommodation applications**
- **Hospital discharge scheme application**
- **Tenancy support referrals**
- **Anti-Social behaviour and police liaison**
- **Partnership working between Cardiff Housing, Social Services and NHS staff**

Referrals are received from all mental health departments. Since January 2018, the Housing Resettlement Officer has worked with approximately 100 mental health inpatients and has a current open caseload of 25 clients.

## Veterans

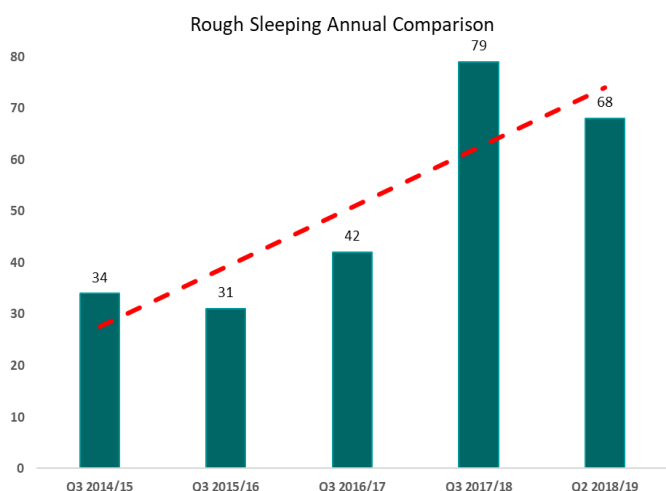
The Council is a signatory of the Armed Forces Covenant. Homeless assessment and outreach processes have been developed to identify those who present from the Armed Forces and ensure they are signposted to appropriate support.



# Rough Sleeping

## Rough Sleeping

The Cardiff Rough Sleeper Strategy 2017-2020 was developed in response to the pressing issue of rough sleeping in the city. Cardiff, in line with the rest of Wales, has experienced an upward trend in rough sleeping in recent years. Since the introduction of the Strategy in 2017, numbers of rough sleepers in Cardiff have stabilised but remain an issue.



## Local Connection

Rough Sleeper Local Connection Breakdown (as at 31.09.18)	
Cardiff	77%
Other Welsh Local Authorities	4%
England	3%
EEA	1%
Other	16%

Around three quarters of rough sleepers have a local connection to Cardiff for housing purposes. There has been a slight decline in those with no local connection overall (including out of county cases). The number of European Economic Area (EEA) nationals sleeping rough in Cardiff has also decreased, to very low levels.

These reductions may be in part due to successful work by the Reconnection Service, with an 88% engagement rate over the period 2015-2018 and 74% of clients achieving a positive accommodation outcome. For particularly vulnerable clients with no local connection, Cardiff can grant a waiver allowing the person into services. Of the total 31 waiver requests made, 51% were accepted indefinitely, 39% were accepted temporarily and 10% were rejected.

## Extension of Homeless Outreach Service

The Council's Homeless Outreach Team has been expanded and its operating hours extended. All staff are fully trained in completing statutory homelessness assessments, and able to make decisions on priority need. Health and support requirements are also considered, ensuring onward referral into suitable services.

## Emergency Accommodation Initiatives

A range of emergency accommodation initiatives have been put in place including direct access to bed spaces for clients identified by the Outreach team and improved support for those accessing emergency provision, the aim being to assist more rough sleepers into accommodation and create sustainable placements. Development of additional and improved emergency accommodation is planned, including further individual pods in Ty Tresillian and Huggard hostels and an extension to the Wallich Nightshelter.

**ACTION**



**Deliver additional and improved emergency accommodation.**

# Rough Sleeping

## Innovative Projects

A number of innovative projects have been developed by the Council and partners to address identified gaps in provision and meet specific needs:

**Housing First Pilot** - offering direct placements into Council, Housing Association and private tenancies with intensive wrap-around support. As at June 2018, five clients were settled in accommodation, maintaining over 100 weeks of tenancies in total.

**Compass Project** - self - contained accommodation that offers intensive, specialist support to people with multiple complex needs. Fifteen rough sleepers were supported in 2017, all of whom moved on to frontline services. As at June 2018, a further four individuals were being supported within the project.

**Ty Tarian** - specialist accommodation and support for women with high support needs and at risk of exploitation. As at June 2018 the five clients had maintained a total of 82 weeks of accommodation.

**Cardiff Solutions Services** - an alternative drop-in facility for rough sleepers not accessing other services. During April-June 2018, 558 contacts were made and 160 individuals supported, 26 of whom requested and secured accommodation.

**Rough Sleeper Project** - based on Housing First principles, providing direct referral into self-contained accommodation for chronic rough sleepers who have previously failed to engage or sustain other provision. As at June 2018, all 15 clients were engaging well with staff and 7 had maintained placements for longer than a year.

## Case Study

Mr D had been known to the Outreach service for several years. Heavy drug use meant that he was difficult to place and any time spent in hostels was brief. He had a very aggressive nature and lost his temper quickly, creating barriers to accessing accommodation. He was frequently banned from day services due to his aggression.

Mr D had been placed in emergency or hostel accommodation 26 times within a 4 year period with 14 evictions, removals or no shows and slept rough for long periods of time.

He was referred to the Housing First scheme, run by the Salvation Army, which aims to provide intensive and holistic support to people with complex needs. Mr D was offered accommodation which he accepted. He is still in residence and successfully maintaining a tenancy.

**ACTION**



**Review the success of the Housing First and other innovative housing pilots.**

# Rough Sleeping

## Complex Needs

A high number of Cardiff's rough sleepers have complex needs resulting from negative life experiences and/or personal lifestyle choices such as substance misuse or criminal behaviour. Monitoring identifies that typically around half have lead support needs relating to substance misuse; a quarter to mental health and almost a quarter to alcohol.

Rough Sleeper Lead Support Needs (as at 31.09.18)	
Substance Misuse	51%
Mental Health	25%
Alcohol	24%

Many of these clients will have co-existing issues, which can often contribute to a harmful cycle of multiple exclusions from services and movement between rough sleeping, hostels, prison or hospital.

The issue of repeat evictions, abandonments and placement breakdowns is clearly shown in the Single Persons Gateway monitoring, with some clients placed more than 20 times since 2015. While 204 rough sleepers were assisted into accommodation during 2017/18, some of these will be repeat individuals, moving off and back onto the streets several times. Some who are housed continue to sleep rough on occasion and may continue to beg during the day.

One of the key issues partners identified as a barrier to accommodating rough sleepers is the lucrative nature of street begging activity. The Council and South Wales Police have worked in partnership to create a Begging Pathway, adopting

a proportionate and measured approach to using enforcement powers against all types of begging activity. The pathway aims to engage with rough sleepers and discourage them away from begging and other anti-social behaviour, by signposting to diversionary activities and specialist substance misuse services where needed. The Police acknowledge the need for early intervention and the importance of not criminalising vulnerable people.

### ACE's

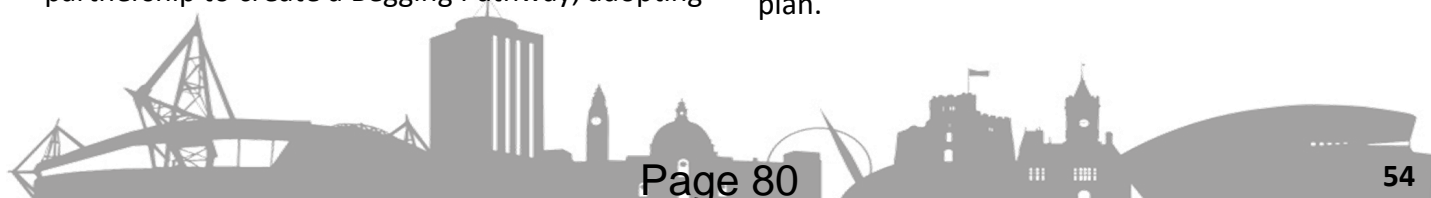
Many clients have suffered Adverse Childhood Experiences and this can result in substance misuse and chaotic behaviour.

The Council and it's partner are committed to the ACES's agenda and using a trauma informed approach.

There is concern about how well existing services are meeting the needs of these complex clients as demonstrated by the number of evictions from supported accommodation within the Single Persons Gateway. Eviction rates from the last year as a percentage of placements range from 3% to 39%.

The majority of evictions took place because of aggressive behaviour and damage to property but people were also evicted due to non compliance/ engagement with support, arrears, and using substances.

The performance of individual providers has been looked into as part of the review and will be taken forward as part of the strategy's action plan.





# Rough Sleeping

## Addressing the 'Revolving Door' of Homelessness

In response to this 'revolving door of homelessness', the Council has introduced a pilot **Homeless Advocacy Programme** providing continuity of support both on and off the streets. Advocates work with individuals in a trauma informed way to identify reasons and triggers for eviction from or abandonment of accommodation, with the aim of sustaining placements or supporting positive moves.

The Outreach team are also working more closely with the Housing Options Service to identify the type of accommodation that would be best for individual rough sleepers.

**ACTION**



**The Public Service Board to work as a partnership to build on the multi-agency city centre team to include substance misuse, probation and mental health services.**

**ACTION**



**Work to reduce evictions from and abandonment of supported housing provision .**

## Case Study

Ms B was referred to the Homeless Advocacy Programme from a frontline hostel as she was at risk of eviction due to non-compliance, rent arrears and disengagement from support.

Ms B had substance misuse issues funded through street sex working at night. The support worker adjusted their working hours to engage with Ms B at a time suitable to her and a number of successful actions were taken.

Firstly she was assisted to seek appropriate support for her sexual health. It was then established that the hostel would not allow her to remain there due to her lack of engagement, even if a payment plan was established for her arrears. After approaching several providers, an agreement was negotiated with one despite her having previous arrears with them. This hostel was a better fit for Ms B's lifestyle with 24/7 staffing who would be able to engage with her in her chosen hours.

Unfortunately, before Ms B was transferred into the new hostel she attended a court hearing and was given a custodial sentence. Throughout her period of support Ms B developed trust in the support worker and other professionals due to the positive outcomes achieved and may be more likely to engage with support in the future.

## Multi-disciplinary City Centre Team

In addition, to better address complex needs, **the multi-disciplinary city centre team** will be expanded to include dedicated substance misuse and mental health workers; an additional homeless nurse and counselling service. Support staff will also be trained in providing trauma-informed services.

Funding for the multi-agency team is temporary at present. There is a need for all partners to be clear in their commitment to improved services for vulnerable and chaotic people.

# Rough Sleeping

## Research and Good Practice

While much work has been done to address rough sleeping, the problem persists. A research project will therefore be commissioned to better understand whether services are meeting needs, review good practice and identify any remaining gaps in provision.

One such example of good practice is Leicester's day centre 'The Y Project', which co-locates homelessness services with medical services such as on-site mental health workers, GP's and a year round health programme. This model will be considered when further developing Cardiff's multi-disciplinary team.

## Cardiff Rough Sleeper Strategy 2017-2020



## Partnership Arrangements

A stronger multi-agency approach to helping vulnerable and chaotic individuals is required and there is a recognised need to strengthen partnership working going forward.

**ACTION**



**Commission a research project to review the effectiveness of services for rough sleepers and any opportunities for improvement.**

**ACTION**



**Review and further strengthen partnership arrangements to ensure there is a clear multi-agency approach to helping vulnerable and chaotic individuals.**

***We Will:***

**Improve services to the most vulnerable by addressing the underlying causes of homelessness.**

# Equalities

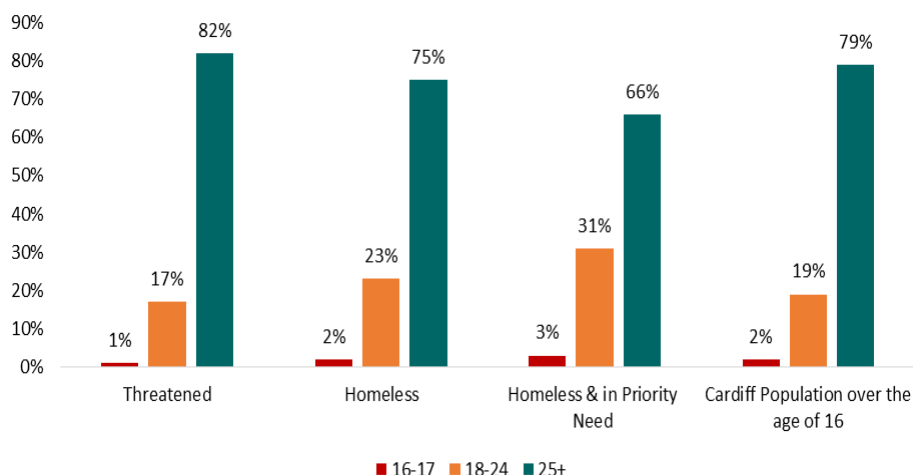
Effective equalities monitoring is an important tool that can be used to inform future provision of homelessness services.

## Age

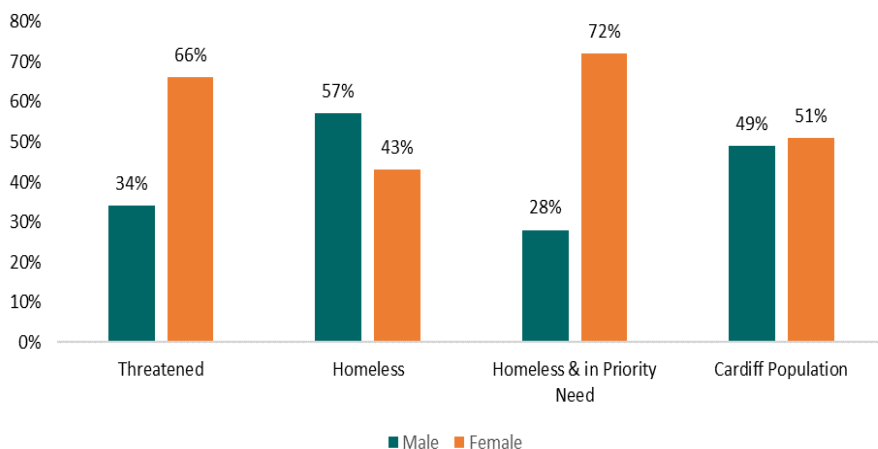
The age of clients accessing homelessness services broadly fits the pattern of Cardiff as a whole, however whereas only 21% of the Cardiff population are between the ages of 16 and 24, the figure for homeless clients is slightly higher at 25%. For those clients in priority need for accommodation, the figure rises to 34%.

Not all young people assisted with homelessness are recorded in the graph as many enter the service through Children's Services.

Main Homeless Duties by Age  
2017/18  
(percentage)



Main Homeless Duties by Gender  
2017/18  
(percentage)



## Gender

In 2017/18, 66% of applicants threatened with homelessness were female. 57% of homeless applicants were male. However, there was a significantly higher proportion of females who were homeless and in priority need (72%). This compares with a Cardiff-wide gender split of 51% females to 49% males. This is distorted however by the administrative practice of always recording the female applicant of a couple as the main applicant.

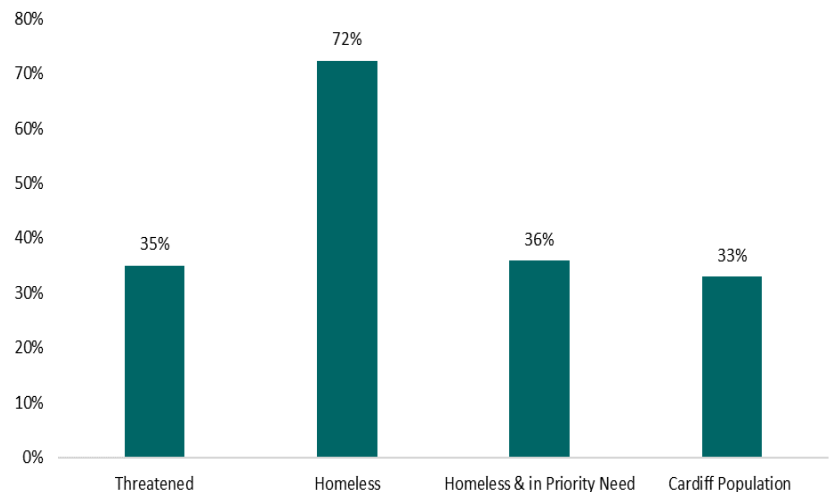
# Equalities

## Household Type

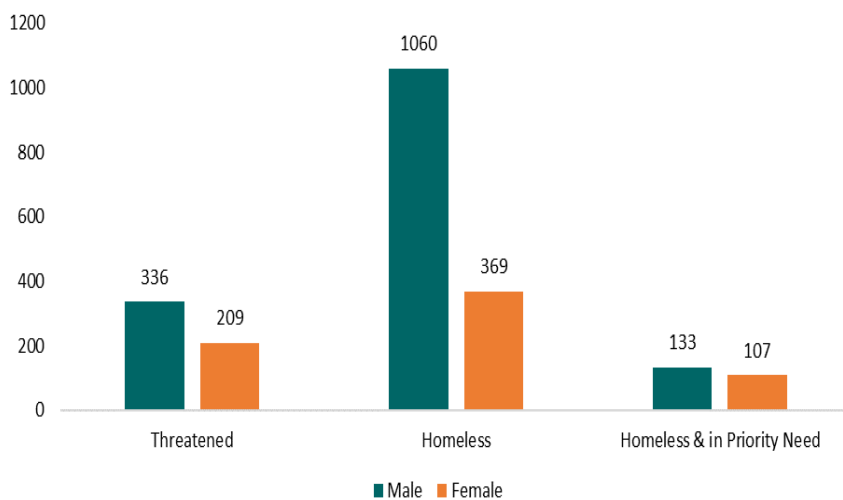
In 2017/18, of the 1,544 clients who were threatened with homelessness, 545 (35%) were single people. Of the 1,976 clients found to be homeless, 1,429 (72%) were single people. This figure is significantly higher than the overall number of single person households in Cardiff (taken from the 2011 census).

Of the 669 homeless and in priority need clients 240 (36%) were single people.

Main Homeless Duties  
Single Person Households  
2017/18  
(percentage)



Single Person Households by Gender  
2017/18



Of those clients in single person households and threatened with homelessness, 336 (62%) were male. For those clients who became homeless, 1,060 (74%) were male and for those homeless and in priority need, 133 (55%) were male. This is a significant difference and needs further exploration.

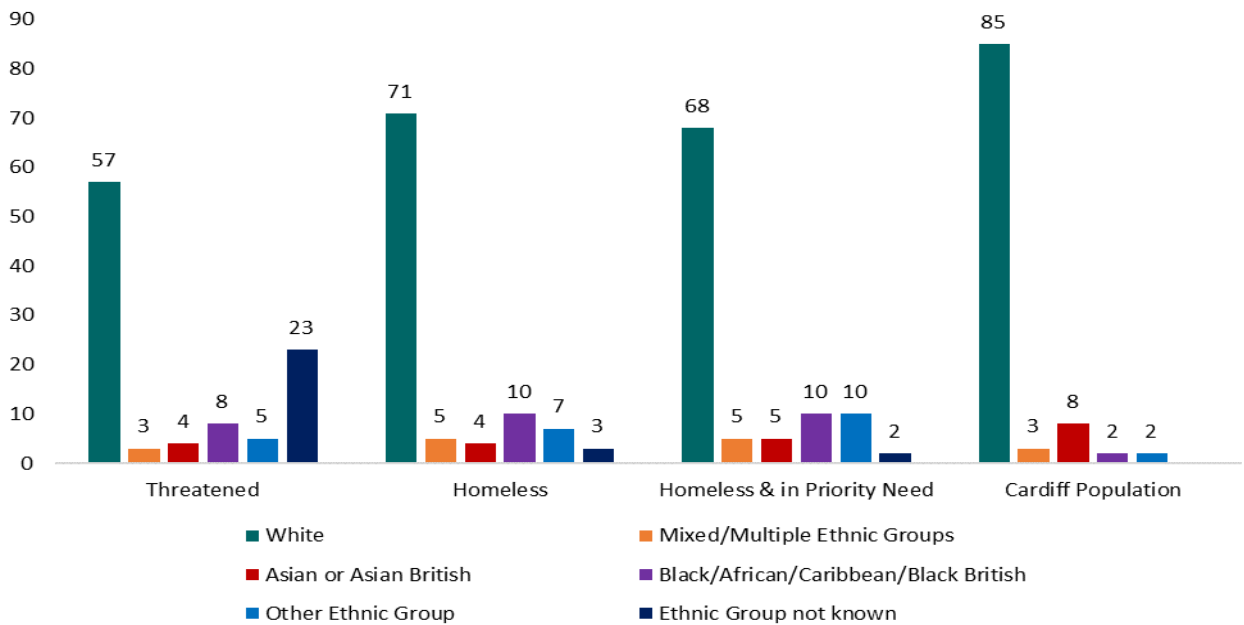
# Equalities

## Ethnicity

The ethnicity of clients accessing homelessness services broadly follows the pattern of the city, however one point of note is that although Black/African/Caribbean/Black British people account for 2% of the Cardiff population, they account for 10% of homeless clients. The reason for this difference requires further investigation.

The high number of clients whose ethnicity was not known is due to data coming from sources other than the Housing Options Service, with different monitoring systems in place.

Main Homeless Duties by Ethnicity  
2017/18



**ACTION** → Carry out further data analysis and test findings by consultation with clients.

**We Will:**  
Explore the reasons for the differential impact of homelessness on some groups in particular younger men and those from certain ethnic backgrounds.

# Equalities

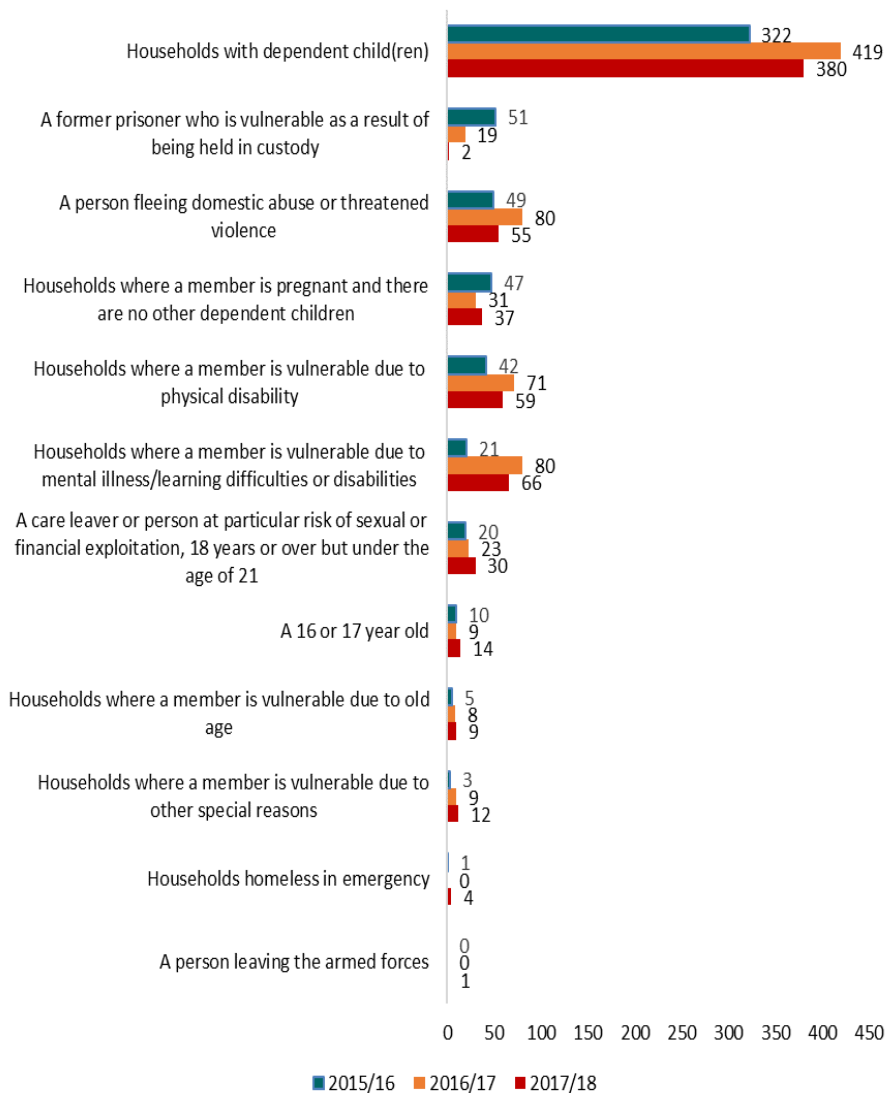
## Priority Need and Disability

The 2011 Census indicates that 18% of the Cardiff population have a long term limiting illness. The Housing (Wales) Act 2014 ensures that these clients will be treated as priority need should they find themselves homeless or threatened with homelessness.

Legislation states ‘a person who is vulnerable as a result of old age, mental illness or handicap or physical disability or other special reason, or with whom such a person resides or might reasonably be expected to reside’ can be considered in priority need for housing.

Between 2015/16 and 2017/18 those clients found in priority need as they are vulnerable due to a physical disability increased by over 40%. Despite this rise, the increase in actual numbers is relatively low considering the percentage of people who are disabled within the population as a whole. (59 clients or 9% of Priority Need Clients in 2017/18).

Priority Need Categories  
2015 - 2018



## Mental Health, Learning Difficulties and Learning Disabilities.

There has been an increase of 214% in the number of clients being found in priority need as they are vulnerable due to mental illness, learning difficulties or disabilities for the period April 2015 to March 2018. Due to this large increase and the number of clients with identified support needs of mental health, this has been noted as a key finding and is explored further in the Support for Vulnerable People chapter of the strategy.

## Next Steps

The 'We Will' objectives found throughout this strategy will form the basis of a four-year action plan, to be developed with partners. The action plan will provide details of the key activities to be carried out and identify clear outcomes, along with lead responsible officers and/or organisations. Implementation will be closely monitored and the action plan reviewed and updated as necessary. The Council cannot deliver the strategy in isolation and partnership working will be essential to ensure that the best outcomes and solutions can be reached.

Each of the 'We Will' objectives and related actions are listed in our Summary of Commitments and accompanying 'strategy on a page' document.



Mae'r dudalen hon yn wag yn fwriadol





**Equality Impact Assessment  
Corporate Assessment Template**

<b>Policy/Strategy/Project/Procedure/Service/Function Title:</b> Cardiff Homelessness Strategy 2018-2022
<b>New/Existing/Updating/Amending:</b> New

<b>Who is responsible for developing and implementing the Policy/Strategy/Project/Procedure/Service/Function?</b>	
Name: Jane Thomas	Job Title: Assistant Director (Housing & Communities)
Service Team: Housing & Communities	Service Area: People and Communities
Assessment Date: November 2018	

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

<p>The Cardiff Homelessness Strategy 2018-2022 sets the strategic direction for tackling and preventing homelessness in the city. The Strategy sets out an overarching vision - <i>'To work with our partners to prevent homelessness in Cardiff; providing the right support at the right time to meet the housing needs of our citizens'</i> and the following high level aims:</p> <ul style="list-style-type: none"> <li>• Provide high quality housing advice services across the city, helping all citizens to find the right housing solution for them;</li> <li>• Take early action to help prevent homelessness;</li> <li>• Provide good quality temporary housing, continuing to avoid the use of bed and breakfast accommodation;</li> <li>• Work with both private and social landlords to ensure that a range of good quality permanent housing solutions are available;</li> <li>• To ensure appropriate support is available for our more vulnerable citizens;</li> <li>• Work in partnership with statutory and third sector agencies to ensure a joined up service for clients.</li> </ul> <p>The Strategy aims to improve housing and support outcomes for homeless households and those at risk of homelessness, recognising and responding to the vulnerability and diversity of needs of these groups in Cardiff. The Strategy is intended to bring about early and multi-agency intervention, offering a more targeted response to the needs of individual homeless households.</p>
---

Equality Impact Assessment  
Corporate Assessment Template

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

**Background**

Under Section 50 of the Housing (Wales) Act 2014 a local housing authority must periodically carry out a homelessness review for its area, and formulate and adopt a homelessness strategy based on the results of that review. The Council must adopt a homelessness strategy in 2018 and a new strategy in every fourth year after that.

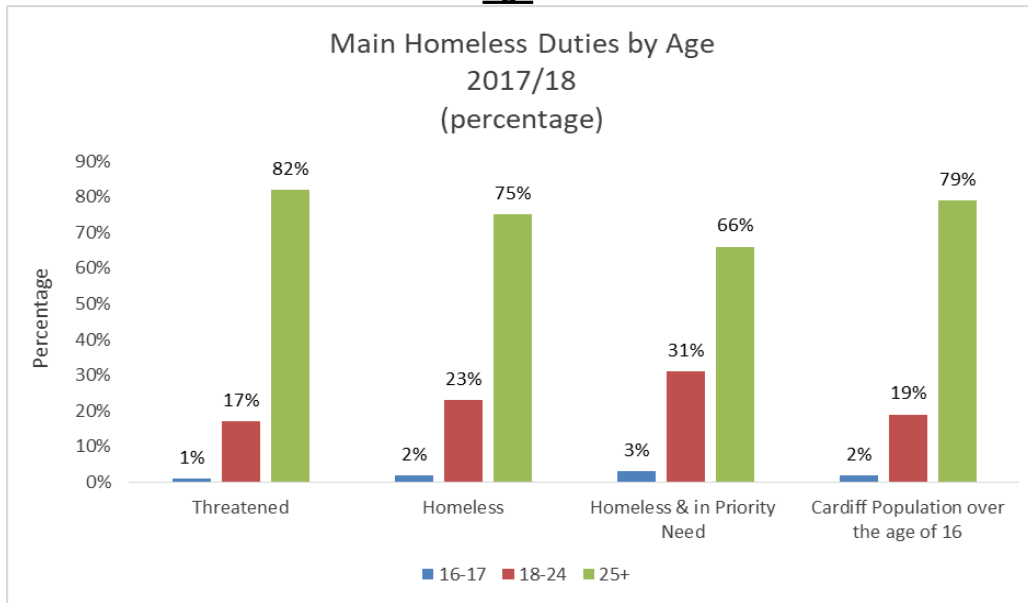
In line with these requirements a comprehensive homelessness review has been undertaken, focusing on the key themes of advice, prevention, accommodation and support. In carrying out this review a wide range of data from the Council's homelessness and advice services was considered and also data from Supporting People funded services. In addition views of services users and partners were gathered and these have informed the review.

The review findings provide the evidence base upon which the Cardiff Homelessness Strategy 2018-2022 has been developed. The Strategy sets out a co-ordinated approach to assisting those threatened with and experiencing homelessness. It identifies available services and resources, and how they will be improved to ensure people receive appropriate, timely help and support.

Equality Impact Assessment  
Corporate Assessment Template

Equalities Data from the Homelessness Review

Age

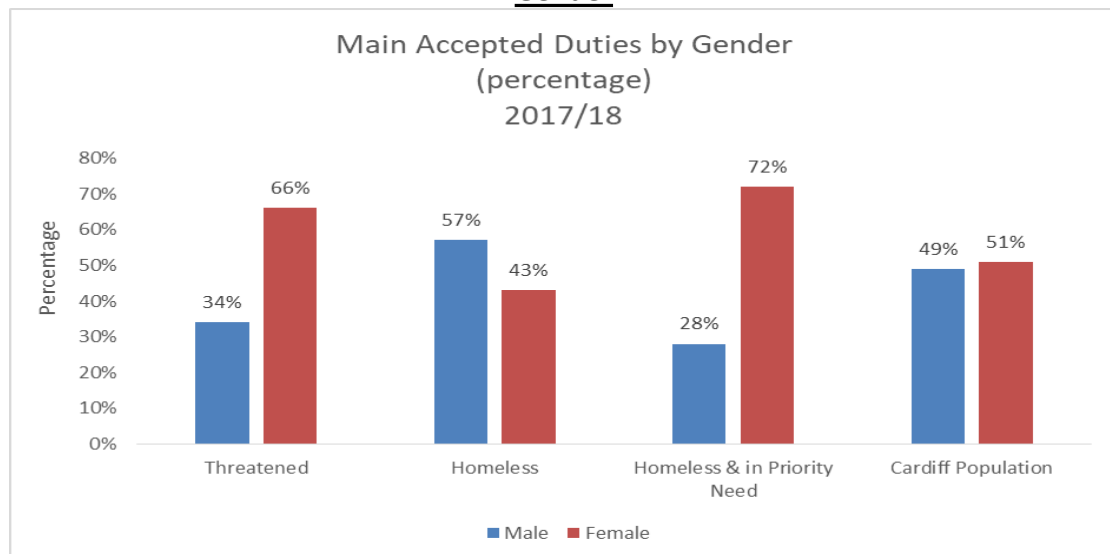


Source: Housing Options Service Data and Mid-2017 Population Estimates

The age of clients accessing homelessness services broadly fits the pattern of Cardiff as a whole, however whereas only 21% of the Cardiff population are between the ages of 16 and 24, the figure for homeless clients is slightly higher at 25%. For those clients in priority need for accommodation, the figure rises to 34%.

It should be noted that not all young people assisted with homelessness are recorded in the graph above as many enter the service through Children’s Services.

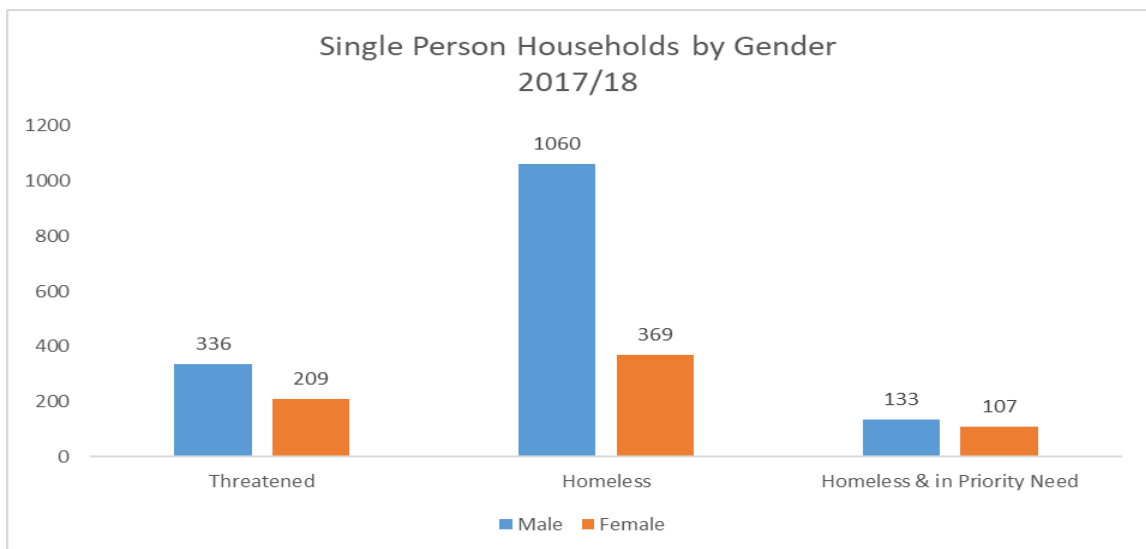
Gender



Equality Impact Assessment  
Corporate Assessment Template

In 2017/18, 66% of applicants threatened with homelessness were female. 57% of homeless applicants were male. However, there was a significantly higher proportion of females who were homeless and in priority need (72%). This compares with a Cardiff-wide gender split of 51% females to 49% males.

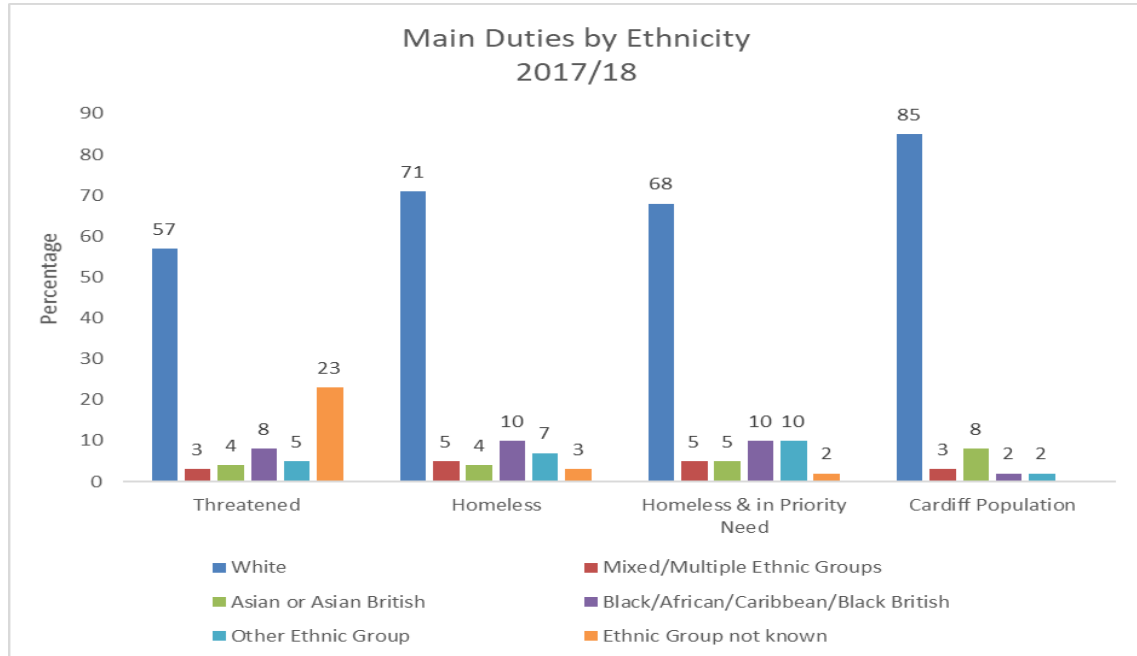
This data should be treated with caution however, as the high proportion of female clients threatened with homelessness and homeless and in priority need may be in part attributed to the fact that for administration purposes the female member of the household *within a couple* is always recorded as the main applicant.



Of those clients in *single person households* and threatened with homelessness, 336 (62%) were male. For those clients who became homeless, 1060 (74%) were male and for those homeless and in priority need, 133 (55%) were male. This compares with a Cardiff-wide gender split of 51% females to 49% males.

Equality Impact Assessment  
Corporate Assessment Template

**Ethnicity**



The ethnicity of clients accessing homelessness services broadly follows the pattern of the city, however one point of note is that although Black/African/Caribbean/Black British people account for 2% of the Cardiff population, they account for 10% of homeless clients.

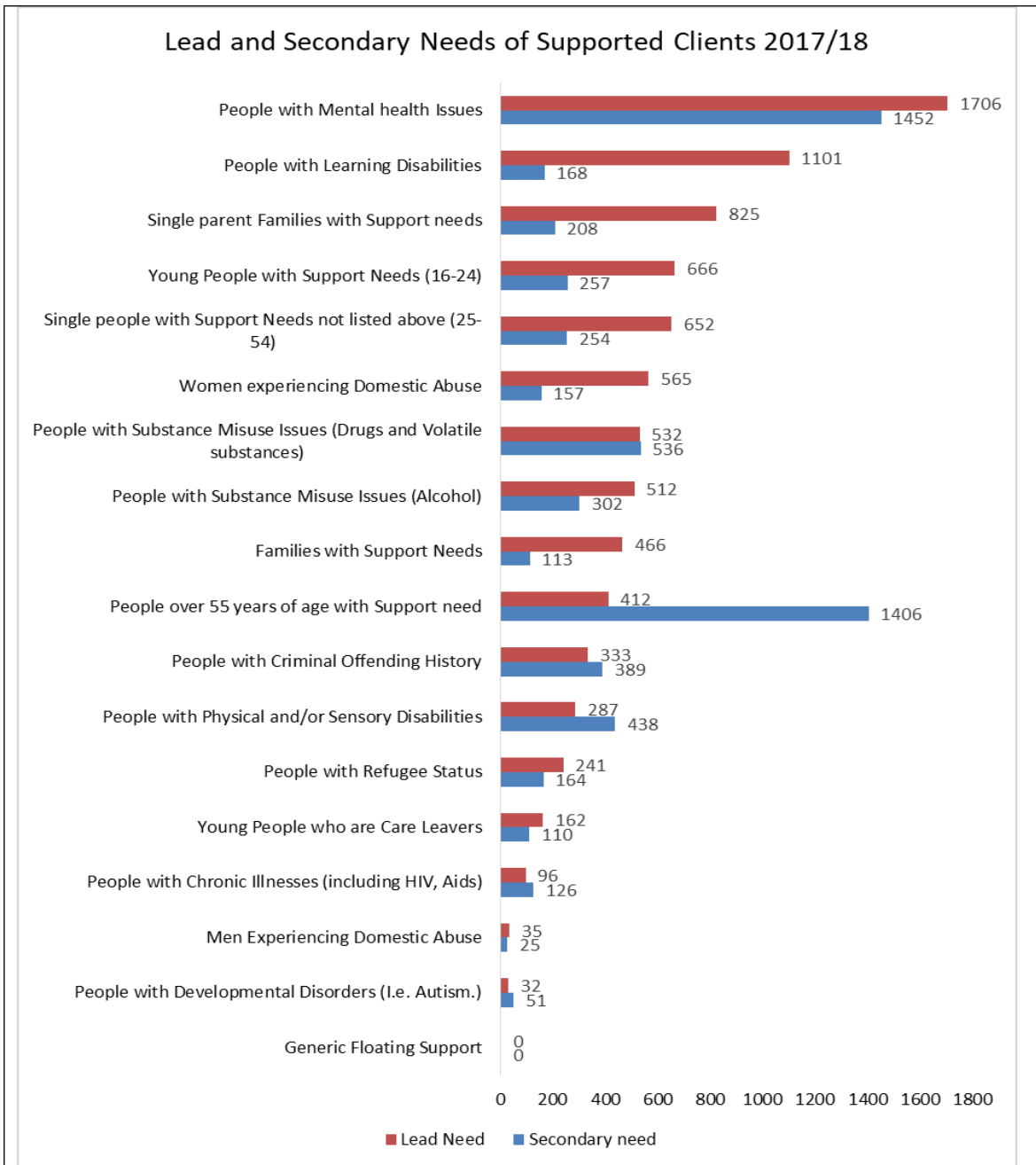
The high number of Ethnic Group not known is due to data coming from sources other than the Housing Options Service, with different monitoring systems in place.

**Disability**

Supporting People Data

Supporting People funded services provide housing-related support to clients who are homeless or at risk of becoming homeless. The following graph shows the lead and secondary needs of all clients who received support during 2017/18:

Equality Impact Assessment  
Corporate Assessment Template

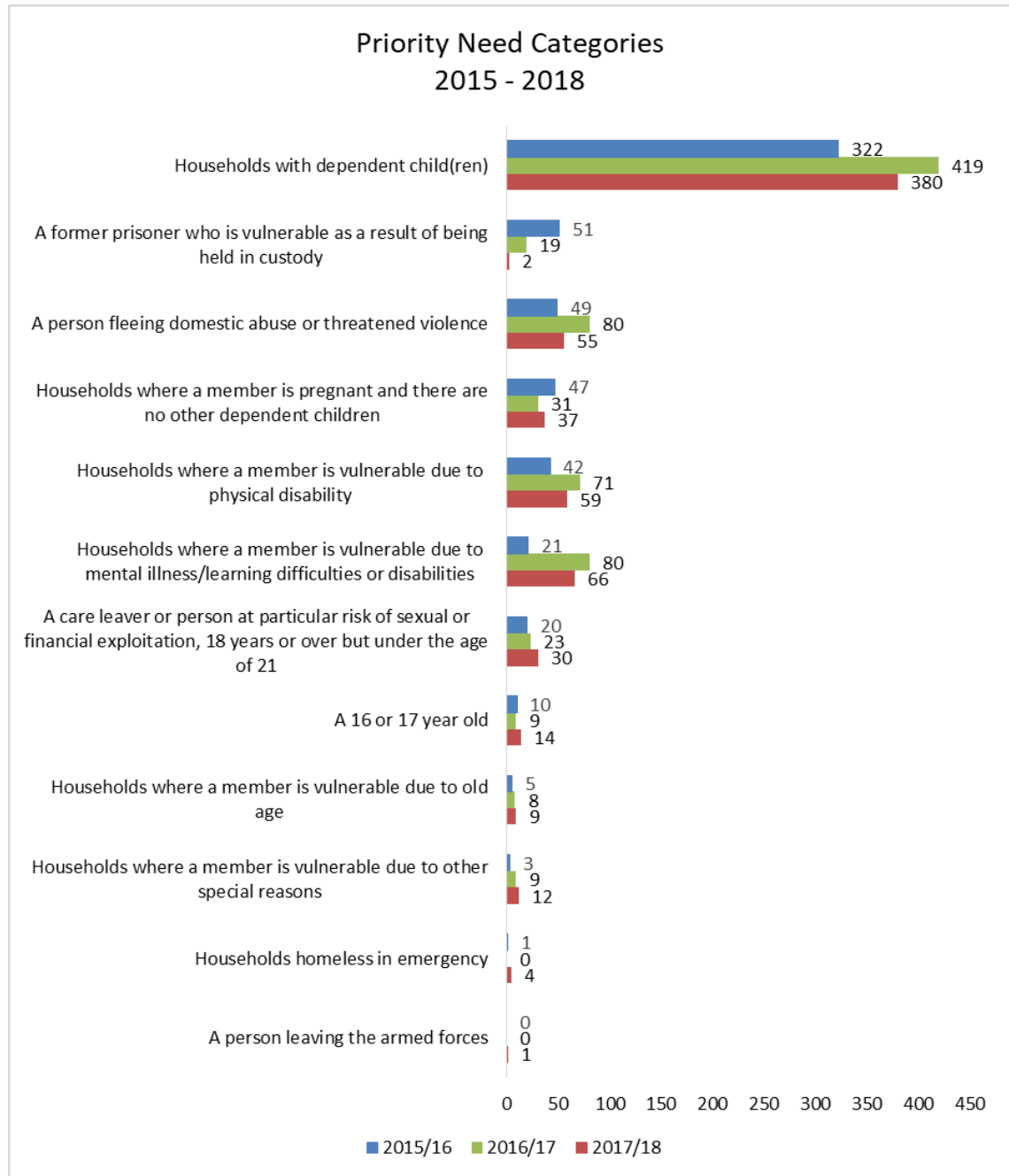


- Mental Health Issues were the greatest lead and secondary need for all supported clients during 2017/18. Reporting identified 1706 clients with mental health as a lead need and 1452 as a secondary need.
- Learning disabilities was the second largest lead need at 1101 clients.
- Misuse of substances generated significant support needs. In total 1882 clients had misuse of either drugs or alcohol as a lead or secondary need.
- The number of people with a support need relating to physical and/or sensory disability was relatively low – 287 clients had a lead need and 438 clients had a secondary need.

Equality Impact Assessment  
Corporate Assessment Template

Priority Need and Disability

Legislation states ‘a person who is vulnerable as a result of old age, mental illness or handicap or physical disability or other special reason, or with whom such a person resides or might reasonably be expected to reside’ can be considered in priority need for housing.



## CARDIFF COUNCIL

### Equality Impact Assessment Corporate Assessment Template

There has been an increase of 214% in the number of clients being found in priority need as they are vulnerable due to mental illness, learning difficulties or disabilities for the period April 2015 to March 2018.

Although this is a significant increase the total number of clients in this group is relatively low (66 in 2017/18), considering the increase seen in other parts of the service, particularly in those receiving floating support.

Clients being found in priority need as they are vulnerable due to physical disability increased by 40% over the period. The actual number of clients was again relatively low (59 in 2017/18).

### 3 Assess Impact on the Protected Characteristics

#### 3.1 Age

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

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

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

In 2017/18, 25% of all homeless clients and 34% of all priority need homeless clients were under the age of 25, this compares to 21% of the Cardiff population. The Homelessness Strategy will have a positive differential impact for young people.

Clients aged 16-25 are able to access a specific 'Young Persons Gateway', which brings together advice, family mediation, support and accommodation to ensure that young vulnerable people can access housing services best suited to their needs. Data indicates a 41% decrease in the number of young people accessing mediation over the period 2015-2018, and a 56% reduction in the number returning home following intervention.

The Council has recently agreed proposals for a new city centre youth hub to improve advice services to young people. Mediation services will be reviewed as part of this project.

Accommodation and Support services for young people are currently in the process of being recommissioned and have been subject to a separate equality impact assessment. Under the new arrangements better monitoring and targets will be put in place to ensure positive outcomes for young people.



Equality Impact Assessment  
Corporate Assessment Template

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

The Strategy recognises the need for improved family mediation to prevent homelessness.

A positive impact is expected as a result of the recommissioning of Accommodation and Support for young people - careful specification of services will ensure that services for young people improve. The new City Centre Youth Hub will also improve advice services for young people.

**3.2 Disability**

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

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

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

It is expected that the Strategy will have a positive impact on clients with disabilities - specific issues have been identified around mental health and complex needs.

Mental Health

The numbers of clients with Mental Health issues is increasing and this is the lead need for support in clients accessing support services. This was echoed by the findings of the service-user survey.

Whilst there has been an increase in the number of clients being found in priority need as they are vulnerable due to mental illness, learning difficulties or disabilities for the period April 2015 to March 2018, the actual number recorded is relatively low compared to the numbers presenting in other areas of the service with mental health issues.

Complex Needs

A significant proportion of rough sleepers have one or more support needs relating to substance misuse, mental health or alcohol. Of the 69 individuals recorded as at 5th October 2018, the following lead support needs were identified:

**CARDIFF COUNCIL**

**Equality Impact Assessment  
Corporate Assessment Template**

- Substance Misuse 35 (51%);
- Mental Health 17 (25%);
- Alcohol 15 (22%).

These figures are fairly typical of the rough sleeper population, many of whom also have secondary support needs.

Physical Impairment

Numbers of clients with support needs due to physical and /or sensory disabilities are relatively low, as are the numbers being found in priority need as they are vulnerable due to physical disability.

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

A review of how mental health issues are identified during the initial homelessness assessment is required to ensure all needs of the client are being met.

To better address complex needs, the multi-disciplinary city centre team will be expanded to include dedicated substance misuse and mental health workers; an additional homeless nurse and counselling service. Support staff will also be trained in providing trauma-informed services.

Additional accommodation for those clients with physical disabilities is being made available at Litchfield Court and as part of the Young Persons Accommodation and Support recommissioning. This will also be built into any future recommissioning.

**3.3 Gender Reassignment**

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

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

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

Currently homelessness services are provided to a very small number of clients identifying as transgender.

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

No negative impact anticipated, however careful monitoring of services will take place to ensure that no service users are unduly impacted by the implementation of the

**CARDIFF COUNCIL**

**Equality Impact Assessment  
Corporate Assessment Template**

Strategy and that the most vulnerable continue to be supported.

**3.4. Marriage and Civil Partnership**

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

	Yes	No	N/A
Marriage			X
Civil Partnership			X

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

Currently provision exists within the Single Persons and Family Gateway to accommodate couples. No specific issues relating to this client group identified.

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

No negative impact anticipated, however careful monitoring of services will take place to ensure that no service users are unduly impacted by the implementation of the Strategy and that the most vulnerable continue to be supported.

**3.5 Pregnancy and Maternity**

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

	Yes	No	N/A
Pregnancy	X		
Maternity			

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

Pregnant women and people who reside with them have a priority need for housing and will have access to accommodation via the Family Gateway. There is also support for pregnant young people through the Young Persons Gateway leading into the Family Gateway. The number of households in priority need due to a member being pregnant has remained fairly stable over the period 2015-2018.

Pregnancy or maternity of an adult non-dependent household member, leading to overcrowding, may be contributing to increased numbers of parental notices. Parents, friends or relatives being no longer willing or able to accommodate has been identified as the biggest cause of homelessness in 2017/18.

## CARDIFF COUNCIL

### Equality Impact Assessment Corporate Assessment Template

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

No negative impact anticipated, however careful monitoring of services will take place to ensure that no service users are unduly impacted by the implementation of the Strategy and that the most vulnerable continue to be supported.

It is proposed that the Cardiff Housing Allocation Scheme be amended so that applicants given parental, friends or relative notices, and where there are significant/exceptional circumstances, be given additional priority if they remain at home in the short term.

#### 3.6 Race

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

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

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

The review demonstrated that the ethnicity of clients accessing our homelessness services broadly follows the pattern across Cardiff. However, whilst Black/African/Caribbean/Black British people account for 2% of the Cardiff population, they account for 10% of homeless clients.

There are a high number of households in Cardiff needing to move on from accommodation provided by the National Asylum Support Service (NASS) following a decision on their case.

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

The reasons for differential impact of homelessness on Black/African/Caribbean/Black British groups will be explored further.

A review of the Asylum Seeker Pathway is required to ensure these clients receive help prior to losing their NASS accommodation.

**CARDIFF COUNCIL**

**Equality Impact Assessment  
Corporate Assessment Template**

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

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

	<b>Yes</b>	<b>No</b>	<b>N/A</b>
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.**

Religion is not reported in the Welsh Government data for homeless clients, however the client survey report produced for the homelessness review does give a snapshot of the religions of 445 clients who answered the survey. 268 clients did not regard themselves as belonging to any particular religion.

	<b>No</b>	<b>%</b>
<b>Buddhist</b>	1	0.6
<b>Christian (Including Church in Wales, Catholic, Protestant and all other Christian denominations)</b>	99	55.9
<b>Hindu</b>	2	1.1
<b>Jewish</b>	0	0.0
<b>Muslim</b>	59	33.3
<b>Sikh</b>	3	1.7
<b>Other</b>	8	4.5
<b>Prefer not to say</b>	5	2.8
<b>Total number of respondents</b>	<b>177</b>	<b>100.0</b>

This data broadly follows the same pattern as the population data from the 2011 Census however the percentage of people belonging to the Muslim religion is much larger.

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

No negative impact anticipated, however careful monitoring of services will take place to ensure that no service users are unduly impacted by the implementation of the Strategy and that the most vulnerable continue to be supported.

**CARDIFF COUNCIL**

**Equality Impact Assessment  
Corporate Assessment Template**

**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, if any.**

The Housing Options Service data highlights a disproportionate number of clients who are single males. The reasons and possible actions to address this will be explored as part of implementing the Strategy.

The Strategy will have a positive impact on females. Much of Cardiff's hostel provision is mixed sex, however the new Gender Specific Gateway has been set up to meet the growing need for accommodation based on gender, particularly for women fleeing Domestic Abuse or Sexual Violence. There are a total of 55 Gender Specific Units.

In addition, Ty Tarian was established in 2017 for women with high support needs and at risk of exploitation currently inappropriately placed in other frontline homeless provision. The project provides 5 units of specialist accommodation with 24 hour support, and one to one sessions with the dual diagnosis project worker and in-house psychotherapist.

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

The reasons for the differential impact of homelessness on males will be explored further in taking forward the Strategy.

**3.9 Sexual Orientation**

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

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

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

No impact identified.

**CARDIFF COUNCIL**

**Equality Impact Assessment  
Corporate Assessment Template**

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

No negative impact anticipated, however careful monitoring of services will take place to ensure that no service users are unduly impacted by the implementation of the Strategy and that the most vulnerable continue to be supported.

**3.10 Welsh Language**

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

	Yes	No	N/A
Welsh Language		x	

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

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?**

No negative impact anticipated, however careful monitoring of services will take place to ensure that no service users are unduly impacted by the implementation of the Strategy and that the most vulnerable continue to be supported.

**4. Consultation and Engagement**

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

Consultation has taken place with partners as part of the Homelessness Review and comments have informed aspects of the Strategy.

Consultation has also taken place with service users to establish views on current services and what they would like to see changed. These views have also fed into the Review and Strategy.

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

Groups	Actions
Age	The Strategy recognises the need for improved family mediation to prevent homelessness.
Disability	A review of how mental health issues are recorded during the initial homelessness assessment is required to ensure all needs of the client are being met.

## CARDIFF COUNCIL

### Equality Impact Assessment Corporate Assessment Template

	<p>To better address complex needs, the multi-disciplinary city centre team will be expanded to include dedicated substance misuse and mental health workers; an additional homeless nurse and counselling service. Support staff will also be trained in providing trauma-informed services.</p> <p>Additional accommodation for those with a physical disability will be provided at Litchfield Court and through future recommissioning.</p>
Gender Reassignment	None.
Marriage & Civil Partnership	None.
Pregnancy & Maternity	Possible changes to the Cardiff Housing Allocation Scheme to prioritise clients with parental notices in exceptional circumstances (i.e. overcrowding due to pregnancy /maternity of adult non-dependents in the property).
Race	<p>The reasons for differential impact of homelessness on Black/African/Caribbean/Black British groups will be explored further.</p> <p>A review of the Asylum Seeker Pathway is required to ensure these clients receive help prior to losing their NASS accommodation.</p>
Religion/Belief	None.
Sex	The reasons for the differential impact of homelessness on males will be explored further.
Sexual Orientation	None.
Welsh Language	None.
Generic Over-Arching [applicable to all the above groups]	None.

#### 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.



**CARDIFF COUNCIL**

**Equality Impact Assessment  
Corporate Assessment Template**

Completed By :	Date:
Designation:	
Approved By:	
Designation:	
Service Area:	

- 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 2536 / 3262 or email [equalityteam@cardiff.gov.uk](mailto:equalityteam@cardiff.gov.uk)

Mae'r dudalen hon yn wag yn fwriadol

**CYNGOR CAERDYDD  
CARDIFF COUNCIL**

**COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE**

**5 DECEMBER 2018**

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**THE IMPACT OF UNIVERSAL CREDIT ON RENT ARREARS – MEMBERS  
BRIEFING**

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**Purpose of Report**

1. To provide Members with an overview of the impact of Universal Credit on rent arrears. A briefing note on the issues is attached at **Appendix A**.

**Background**

2. Since April 2013 a number of reforms to the welfare system have taken place including the introduction of restrictions on Housing Benefit for under-occupation (Bedroom Tax) and the Benefit Cap which restricting the amount of 'out of work' benefits a working age household could receive. These changes have already put pressure on housing rent arrears recovery and related services.
3. The most recent reform to be introduced is Universal Credit, this is a working age benefit that replaces 6 means tested benefits as follows:
  - Housing Benefit
  - Income Support
  - Job Seekers Allowance
  - Employment and Support Allowance
  - Working Tax Credit
  - Child Tax Credit

## Impact on rent arrears

4. Universal Credit Full Service arrived in Cardiff on 28<sup>th</sup> February 2018 and there are currently 1332 council tenants in receipt of Universal Credit.
5. Welfare Reform has had a significant impact on council tenants and as a result rent arrears have increased by 137% since April 2013.
6. Universal Credit is having a significant impact. There are more tenants in arrears and the amount of the arrear is much higher for Universal Credit claimants than for those on Housing Benefit:
  - Of the 1,332 council tenants in receipt of Universal Credit 1094 (82%) are in rent arrears, this compares with 22% of tenants on Housing Benefit. Therefore it is estimated that 801 more tenants are in rent arrears than would have been the case if it were not for Universal Credit.
  - The average rent arrear for tenants on Housing Benefit is £384, while the average for tenants affected by Universal Credit is £1,006. Arrears for Universal Credit claimants are therefore £622 higher on average than for tenants on Housing Benefit.
  - **Overall it is estimated that £988,052 of current rent arrears is due to Universal Credit.**
7. At the end of October 2018, total current tenant rent arrears were at £2,695,400 an increase of £617,500 since the start of the year. The number of council tenants in rent arrears has increased by approximately 1,500.
8. This reflects the experience of other councils since the introduction of Universal Credit.
9. As well as the issues outlined above, the brief attached at **Appendix A** sets out the following issues:

- Graph of rent arrears for 2018/19
- Action to date:
  - Welfare Liaison Team
  - New Approach to Rent Arrears Recovery
  - New Rent Arrear Monitoring System
  - Hardship Fund/Scheme
  - Managed Payments
- Preventing Legal Action and Evictions
- Future Challenges

## **Way Forward**

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

- Councillor Lynda Thorne (Cabinet Member for Housing & Communities)
- Sarah McGill (Corporate Director, People & Communities)
- Jane Thomas (Assistant Director, Housing and Communities)

Officers will answer Members' questions arising from the attached Briefing.

11. Members may decide any comments, observations or recommendations they wish to pass to the Cabinet for their consideration following the presentation at this meeting.

## **Legal Implications**

12. 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**

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 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 information provided in this report and **Appendix A**; and
- ii. Decide the way forward with regard to any further scrutiny of this issue.

**DAVINA FIORE**

**Director of Governance and Legal Services**

**28 November 2018**

**The Impact of Universal Credit on Council Tenant Rent Arrears**

Since April 2013 a number of reforms to the welfare system have taken place including the introduction of restrictions on Housing Benefit for under-occupation (Bedroom Tax) and the Benefit Cap which restricting the amount of 'out of work' benefits a working age household could receive. These changes have already put pressure on housing rent arrears recovery and related services.

The most recent reform to be introduced is Universal Credit, this is a working age benefit that replaces 6 means tested benefits as follows:

- Housing Benefit
- Income Support
- Job Seekers Allowance
- Employment and Support Allowance
- Working Tax Credit
- Child Tax Credit

**Key Changes**

Universal Credit claimants receive a single payment which includes both living and housing costs. For council tenants housing benefit is paid weekly in advance directly onto the rent account in the form of a rent rebate. Universal Credit is paid monthly in arrears and tenants are now responsible for paying their own rent to the Council.

**Impact on rent arrears**

Universal Credit Full Service arrived in Cardiff on 28<sup>th</sup> February 2018 and there are currently 1332 council tenants in receipt of Universal Credit.

Welfare Reform has had a significant impact on council tenants and as a result rent arrears have increased by 137% since April 2013.

Universal Credit is having a significant impact. There are more tenants in arrears and the amount of the arrear is much higher for Universal Credit claimants than for those on Housing Benefit:

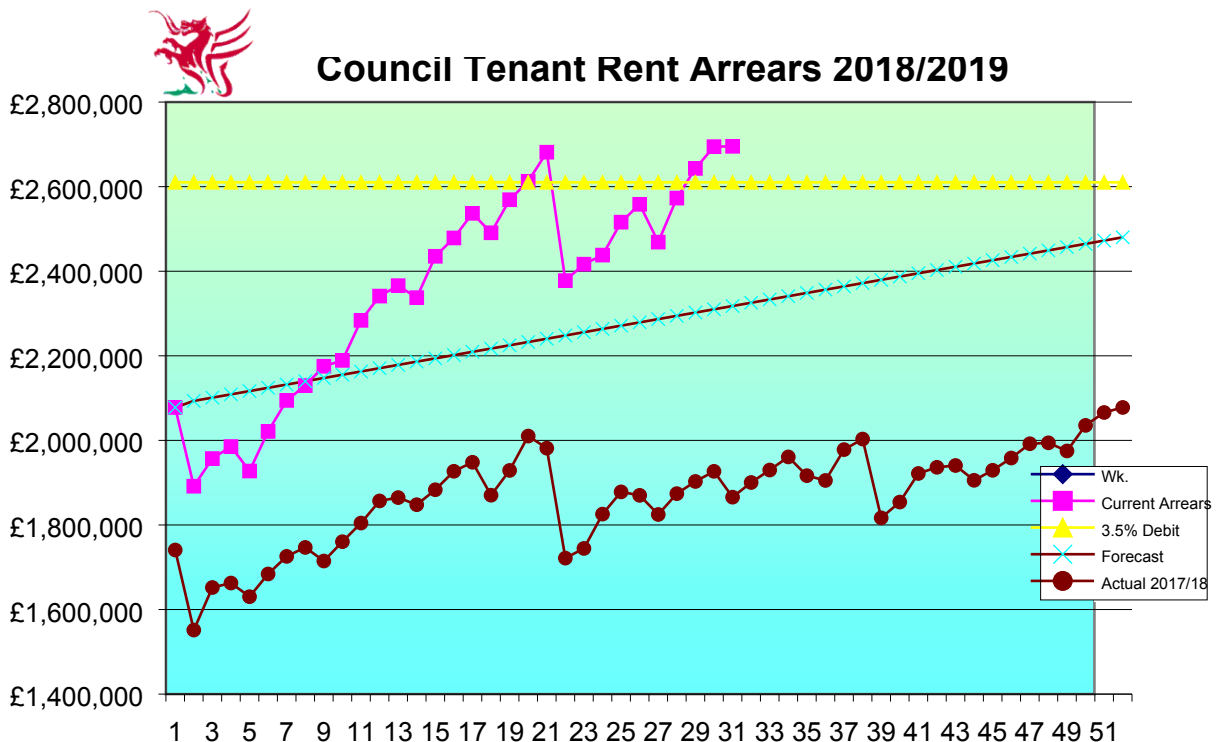
- Of the 1,332 council tenants in receipt of Universal Credit 1094 (82%) are in rent arrears, this compares with 22% of tenants on Housing Benefit. Therefore it is estimated that 801 more tenants are in rent arrears than would have been the case if it were not for Universal Credit.
- The average rent arrear for tenants on Housing Benefit is £384, while the average for tenants affected by Universal Credit is £1,006. Arrears for Universal

Credit claimants are therefore £622 higher on average than for tenants on Housing Benefit.

- **Overall it is estimated that £988,052 of current rent arrears is due to Universal Credit.**

At the end of October 2018, total current tenant rent arrears were at £2,695,400 an increase of £617,500 since the start of the year. The number of council tenants in rent arrears has increased by approximately 1,500.

This reflects the experience of other councils since the introduction of Universal Credit.



**Action to date**

In order to ensure that tenants are fully supported through these changes and to minimise the impact on rent arrears, a number of actions have been taken, including:

**Welfare Liaison Team**

A dedicated Welfare Liaison Team was developed in 2015. The aim of the team to assist tenants with all aspects of welfare reform including offering assistance with downsizing to enable tenants to move to more suitably sized and affordable accommodation. The team also offers advice regarding the Benefit Cap and the schemes available to help tenants get back to work.

The Welfare Liaison Team also helps with budgeting and debt advice and more recently, digital and budgeting support to assist tenants to adjust to Universal Credit. Welfare Liaison Officers also assess income and outgoings so that affordable rent



arrears repayment arrangements can be made. Demand for this service has been high and this is increasing steadily as additional tenants migrate onto Universal Credit. The Welfare Liaison Team has increased from 5 to 14 Officers including 2 new Senior Officers to support the manager and to deal with the increasingly complex cases.

### **New Approach to Rent Arrears Recovery**

A new rent arrears recovery procedure was introduced in this year with an increased emphasis on early intervention. A toolkit was designed to be used by housing Finance Officers so that extra support could be targeted towards new tenants; those with significant changes in circumstances such as returning to work or following bereavement; tenants facing welfare reform changes and those with an emergency or crisis in their lives. The focus of the new procedure is on having an open conversation with the tenant as soon as possible to understand the underlying causes of arrears and using the toolkit to offer advice and support to prevent the rent arrears escalating. Early feedback on these changes is very encouraging, with tenants more likely to engage with the help available.

### **New Rent Arrear Monitoring System**

The new rent arrears monitoring system is a more streamlined way of monitoring rent arrears on a weekly basis. It is designed to use an expected payments function within the system for all accounts that are in arrears. If tenants do not meet their expected payment each week, the system will flag the account up to the Finance Officer who will then take any necessary action whilst following the new rent arrears procedure. This new system has enabled officers to spend more time on cases that require urgent attention. Additional Finance Officers have also been appointed to deal with the increase in the number of arrears cases.

### **Hardship Fund/Scheme**

Set up this year, the purpose of the Hardship Scheme is to allow a fresh start for tenants who are returning to work, trying to change their lifestyle or going through a crisis. If tenants meet the criteria for this scheme rent arrears will be written off in order to give them a fresh start. To qualify tenants normally need to show that they are now maintaining regular weekly rent payments.

### **Managed Payments**

For tenants who are in receipt of Universal Credit and have rent arrears or are identified as being vulnerable, the Council can apply to the Department of Works and Pensions for payment direct. When granted, housing costs are paid direct to the Council rather than to the tenant. Cardiff currently has 270 such payment arrangements in place and greater use of this arrangement will be made in the future, where possible before the tenant fails to pass on the first payment.

### **Preventing Legal Action and Evictions**

As part the pre-court prevention arrangements, a Rent Review Panel hearing is held before court action is taken for rent arrears. Tenants are invited to the hearing to discuss their arrears and advice and support is also offered. In most cases, a final affordable repayment agreement is made to prevent court action from being taken.

The number of evictions has reduced by 10% this year. The Housing Finance Teams work closely with the Homeless Prevention Unit and Adult/Children Services to try and prevent evictions taking place and only 49% of all eviction applications lead to eviction.

### **Future Challenges**

There are approximately 7,000 working age council tenants still in receipt of Housing Benefit who will eventually migrate onto Universal Credit, although the timescales for full migration are not yet known. The impact of this change on the level of rent arrears is likely to be significant and the long term impact on the HRA Business Plan is currently under review.

**CYNGOR CAERDYDD  
CARDIFF COUNCIL**

**COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE**

**5 DECEMBER 2018**

---

**PREVENTING YOUNG PEOPLE'S INVOLVEMENT IN DRUG DEALING – JOINT  
TASK & FINISH GROUP REPORT**

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**Reason for the Report**

1. This report enables the Committee to approve the draft report of the Community & Adult Services and Children & Young People Scrutiny Committees joint Task & Finish Inquiry, attached at **Appendix A**.

**Background**

2. At its meeting in September 2017 the Committee agreed to undertake a joint Task & Finish investigation into “preventing young people becoming involved in drug dealing”. The issue was raised by Councillor Lynda Thorne in a letter to the Chair of the Children & Young People Scrutiny Committee. The Terms of Reference for the task group were to:

**Identify and Investigate:**

- The contributing factors that give rise to young people becoming involved in drug dealing in the city
- The positive contributing factors that communities can put in place to protect and prevent young people becoming involved in drug dealing in the city
- Determine the effectiveness of current policies and services in protecting and preventing young people becoming involved in drug dealing 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

3. Members of the Task & Finish group were:

- Councillor Lee Bridgeman
- Councillor Saeed Ebrahim (Chair)
- Councillor Kathryn Kelloway
- Councillor Ashley Lister
- Councillor Mary McGarry
- Councillor Mike Phillips
- Councillor Kanaya Singh

4. The Task Group reviewed the evidence gathered from discussions with a wide range of witnesses including Council Members and officers (including Youth Service); third sector organisations; Community Safety Board Members; schools; Cardiff & Vale UHB; residents and community representatives; and Probation. The Members also reviewed a number of publications and reports, and developed, distributed and analysed a community survey to gain a snapshot of opinion across Cardiff. Arising from this, a number of key findings were identified from which a number of recommendations were agreed, as set out in the attached report at **Appendix A**.

### **Way Forward**

5. The draft report of the Task & Finish Group, is attached at **Appendix A**. Members' attention is particularly drawn to the recommendations section.
6. Members may wish to consider the report, make any amendments and agree whether to approve the report to be considered by the Cabinet.

## **Legal Implications**

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

## **Financial Implications**

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

## **RECOMMENDATIONS**

The Committee is recommended to:

- i. Consider the draft report of the Task and Finish Group, copy attached at **Appendix A.**
- ii. Endorse the report, subject to any comments the Committee may wish to make, for submission to the Cabinet.

**Davina Fiore**

**Director of Governance and Legal Services**

**28 November 2018**



An inquiry report of the:  
**Children and Young People Scrutiny Committee &  
Community and Adult Services Scrutiny Committee**

# **Preventing Young People's Involvement in Drug Dealing**

**November 2018**



**Cardiff Council**

## CONTENTS

	<u>Page</u>
<b>CHAIR'S FOREWORD</b>	<b>1</b>
<b>TERMS OF REFERENCE</b>	<b>3</b>
<b>EXECUTIVE SUMMARY</b>	<b>4</b>
<b>KEY FINDINGS</b>	<b>7</b>
• Culture Shift - the "Normalisation" of Drugs	7
• Impact on Communities	7
• Safeguarding Young People (and their families)	10
• The role of Agencies	13
• Education and Awareness Raising	15
• Crime & Enforcement	17
<b>RECOMMENDATIONS</b>	<b>20</b>
<b>KEY EVIDENCE</b>	<b>26</b>
Face-to face evidence gathering from witnesses	27
Survey Results	49
Secondary desk based research	60
<b>INQUIRY METHODOLOGY</b>	<b>69</b>
<b>BIBLIOGRAPHY</b>	<b>72</b>
<b>LEGAL &amp; FINANCIAL IMPLICATIONS</b>	<b>74</b>
<b>TASK GROUP MEMBER PHOTOS</b>	<b>75</b>
<b>CHILDREN &amp; YOUNG PEOPLE SCRUTINY COMMITTEE</b>	
<b>TERMS OF REFERENCE</b>	<b>76</b>
<b>COMMUNITY &amp; ADULT SERVICES SCRUTINY COMMITTEE</b>	
<b>TERMS OF REFERENCE</b>	<b>77</b>
<b><u>Appendix 1</u> – Email from a former drug dealer to the T&amp;F Group</b>	<b>79</b>



## CHAIR'S FOREWORD

I would like to thank the Members of both the Children & Young People and Community & Adult Services Scrutiny Committees who took part in the task and finish inquiry. I would also like to thank Councillor Lister for his contribution to the Inquiry and all the witnesses who gave evidence in front of the Inquiry Team during the process. Their input was invaluable. I would like to extend thanks to the public for taking the time to take part in the Inquiry survey. Finally, I would like to thank Mark Jacques, for his invaluable support during this important inquiry.

This was always going to be a challenging Inquiry, having experienced first-hand as ward Member for Butetown the impact drug related crime and activity can have on communities and individuals. I have witnessed a number of young people in my community who have been coerced or chosen the “wrong path” and the impact this has had on their long-term life plans. I have also seen the impact it can have on individuals and the wider community.

It was important for us to identify what would drive a young person to become involved in drug dealing. This resulted in a very complex number of reasons, ranging from poverty and lack of opportunities to seeing it as a quick way to earn money and gain material goods. However, what was imperative was to keep in mind that these were still (in the main) vulnerable young people preyed upon and groomed by older people.

Conversely, the Inquiry also uncovered the fears and frustrations felt by communities having to witness and deal with drug-related activity and crime. The Inquiry Team felt that all communities deserved to live in a safe and healthy environment where drug dealing,

taking and other related nuisance such as discarded needles should not be blighting their lives. Children should not have to witness this type of behaviour and see it as the “norm” on their streets.

The Inquiry Team heard from a wide range of organisations who are dealing with this issue. We all acknowledged that they were all working hard to tackle this issue. Many praised the Police in their commitment in working within communities, but more needed to be done to support this.

Throughout the Inquiry, I was heartened to hear the real desire by individuals and organisations to step up and make a real difference to the lives of all young people in their communities. I believe that if communities, agencies and partners were able to work together to provide a range of local measures, we could all make a real impact in providing services, role models and options for young people to choose a more positive path.

I believe that, through the recommendations set out in this report, the Council and its partners can take a significant leap forward in tackling this issue.

Thanks again to everyone who took part.



**Councillor Saeed Ebrahim**  
**Task Group Chair**

## TERMS OF REFERENCE

As part of the 2017/18 Scrutiny Work Programme, Members of the Children & Young People and Community & Adult Services Scrutiny Committees agreed to undertake a joint Inquiry into ***“Preventing Young People’s Involvement in Drug Dealing”***. This Inquiry sought to:

### **Identify and Investigate:**

- The contributing factors that give rise to young people becoming involved in drug dealing in the city
- The positive contributing factors that communities can put in place to protect and prevent young people becoming involved in drug dealing in the city
- Determine the effectiveness of current policies and services in protecting and preventing young people becoming involved in drug dealing 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

The Committees agreed that the Membership of the task & finish group would comprise:

- Councillor Lee Bridgeman
- Councillor Saeed Ebrahim (Chair)
- Councillor Kathryn Kelloway
- Councillor Ashley Lister
- Councillor Mary McGarry
- Councillor Mike Phillips
- Councillor Kanaya Singh

## EXECUTIVE SUMMARY

The Cabinet Member for Housing & Communities, Councillor Lynda Thorne, wrote a letter (dated June 27, 2017) to the Chair of the Children and Young People Scrutiny Committee, Councillor Lee Bridgeman. In this letter, Councillor Thorne expressed concern about the increasing issue of drug dealing by young people in the Butetown and Grangetown areas of the city. Councillor Thorne observed that there was some merit to the suggestion that the reduction in youth provision across the city had some part to play. It was suggested that the Children and Young People Scrutiny Committee establish a Task and Finish inquiry to look into young people's involvement with drug dealing and whether or not the reduction in youth services was a contributory factor.

As the topic covered issues relating to crime and disorder and community safety (which fell under the terms of reference of the Community & Adult Services Scrutiny Committee), it was agreed that a joint-inquiry with the Children and Young People Scrutiny Committee and the Community and Adult Services Scrutiny Committee be undertaken. Members of both Committees, plus Ward Members from Butetown and Grangetown made up the Task Group.

This Inquiry took place between October 2017 and May 2018, and during this time, Members were working within a fast-moving and ever-changing landscape around drug-related activity, including the rise of coverage in relation to County-Lines.

The Task Group heard evidence from a wide range of individuals and organisations who told Members about a range of drug-related issues that had affected their lives. In total, Members heard from approximately 30 witnesses face-to-face. In addition, a survey was distributed to the general public, which resulted in 413 responses.

Members uncovered a range of key themes and messages that arose from the evidence. Throughout this report, the Task Group grouped the evidence, findings and recommendations under a number of headings. These were:

- Impact on Communities
- Safeguarding Young People (and their families)
- The role of Agencies
- Education and Awareness Raising
- Crime & Enforcement

Members considered its evidence in the backdrop of the increasing “normalisation” of drugs in society. Whilst changes of cultural and societal norms were outside of the remit of the Inquiry, it was an important consideration for Members throughout the Inquiry.

In relation Councillor Thorne’s original concerns, Members concluded that the role of the Youth Service in providing crucial community-based services should be acknowledged and supported.

In relation to the impact on communities, Members heard evidence of the real issues that blight communities affected by persistent and open drug dealing. They concluded that community engagement and consultation was crucial in improving relationships between them and agencies in their areas, so that communities feel that concerns and problems were heard and dealt with. Members also heard that the communities themselves felt that they had a role to play in terms of providing services, role models and ambassadors within their communities and that this should be facilitated. There was also a call for better community engagement in the siting of drug-related facilities.

Safeguarding of young people and their families was also highlighted as an important issue in tackling this issue. The problem of “grooming” young people into dealing drugs was (in the main) as prevalent as it is in other areas of grooming – sexual exploitation; radicalisation etc.

Agencies involved in tackling drug-related crime and activity also needed to improve lines of communication between themselves and other individuals and organisations who could significantly contribute to tackling the issue at both strategic and operational levels. In order to bring this work together, a comprehensive strategy, supported by an education and awareness raising campaign was recommended.

The Inquiry concluded that the Police were working hard tackle the issue, but more needed to be done too support and strengthen current arrangements. County Lines was highlighted as a particular threat, as well as links to other crime, such as knife crime.

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## KEY FINDINGS

There were a number of key findings and conclusions arising from the Inquiry that could be drawn under a number of themed headings. These are as follows:

### **Culture Shift - the “Normalisation” of Drugs**

KF1. Throughout the Inquiry, Members repeatedly heard about the culture shift in relation to views on drugs. They were informed that, particularly in relation to cannabis, it was viewed as less dangerous than alcohol and was more widely used at home. Sharing cannabis amongst friends was not seen as “dealing”.

### **Impact on Communities**

KF2. The Inquiry concluded that there needs to be a real commitment across the Council and wider partnership to ensure that it plays a key role in improving engagement and consultation with communities in tackling this issue.

KF3. Throughout the Inquiry, Members (both in their roles as Ward Members and Scrutineers) highlighted that there needed to be improved relationships between agencies and the community. The community survey undertaken revealed that two thirds of respondents (67%) did not feel that the authorities were doing enough to tackle drugs amongst young people and that drug issues had got worse in their communities (47%) or there had been no change (39.3%).

KF4. Communities need to feel confident that their concerns are heard/dealt with. Members heard, and had experience of, the difficulties in reporting incidents of drug-related activity. In addition, communities need to be satisfied that agencies would do all they tackle and minimise the recurrence of the problem in the future.

- KF5. Throughout the Inquiry, witnesses stated that they felt that people weren't being listened to. Members felt that often it's normal for communities not to engage with the Police and this is then an ideal model for drug dealers to exploit. Linked with the previous key findings, Members felt that communities need to feel confident in reporting drug-related crime and this be dealt with minimal recrimination.
- KF6. Conversely, agencies stated that communities need to take responsibility and have an honest conversation with authorities about what is happening where they live to enable the agencies to establish a full picture of what is going on in the area. Agencies acknowledged that more work was needed to educate communities about services available, but that this can be varied as some communities know more than others.
- KF7. During the Inquiry, Members heard from a range of individuals and organisations who called for a clear model of how to engage with communities to be developed and implemented. Communities should be involved in all stages of the process and be empowered to contribute to suggesting and taking forward solutions in tackling the problems that blight their communities.
- KF8. Throughout the Inquiry, Members heard from Agencies and individuals who stated that role models and ambassadors within the community could provide young people with advice, guidance and direction in alternatives to drug-related activity. This was also backed up by around a third of people (30.9%) who responded to the community survey, who felt that a lack of role models for young people – whether within the family or the wider community - contributed to them being influenced into drug-related crime.
- KF9. Members heard evidence that the key to the success of this would be to ensure that role models, volunteers, community ambassadors etc would need to be based in the local community, be able to relate to young people and be visible within their communities. It was crucial that they not be seen as one of the “authorities” but people who could be impartial, and be trusted. Critical to this would be the need for



partners and third sector agencies to provide thorough support through training and counselling to enable people to be equipped to undertake this role.

KF10. When meeting with community representatives, there appeared to be a real desire for members of the community to get involved with running clubs and groups voluntarily to give young people support and a place to go, outside the hours of council-run youth services. Members stated that this, along with support and training would be an excellent opportunity for the community to feel empowered in getting involved in their communities.

KF11. Members stated that the Council and its partners could provide the tools to enable members of the community to be involved in activities and services to improve the lives of young people in their areas. As well as practical ways in terms of access to and use of buildings, training, volunteering, it would present an opportunity to empower adults within the community to contribute, and also present an opportunity for young people to gain skills and knowledge that could then see them progress to future role models and active members of the community. Members heard from current young adults already undertaking this via sport, and their work in their communities should be commended.

KF12. A recurring theme that came out during the Inquiry was the perception amongst Inquiry Members of a correlation in drug dealing/taking, other drug-related crime and the location of drug services (such as needle exchanges). A disproportionate number of drug-related services had been placed in and around the city centre, and this, it was felt, attracted people into the neighbouring areas, resulting in increased crime, anti-social behaviour, discarded needles, and affects on the local community. It was felt that the lack of consultation, engagement and understanding of this within communities had contributed to a breakdown of trust and understanding between agencies and the community. In addition, children and families in these communities were witnessing drug taking in daylight and school hours.

KF13. Members heard evidence that more needed to be done by drug related services to take responsibility for ensuring that people who use their services do consider the impact of what they do. Whilst it was fully acknowledged that these services were critical in ensuring that drug users had access to clean needles etc, Members and witnesses had had to personally deal with clearing of needles, witnessing open drug dealing and taking on their streets. Members felt that there was a direct correlation between the location of drug-related services and the problems that were taking place in these communities.

KF14. Members concluded that the closure of Council-run Youth Centres had not contributed to an increase in drug related crime. In the light of Councillor Thorne's original concerns, as set out in the Executive Summary, Members discovered, via South Wales crime data, that the highest number of arrests in relation to drug-related activity, were in wards which still had youth centres.

KF15. However, Members strongly concluded that the Youth Service provided an invaluable and crucial service to young people in Cardiff. Members concluded that the Council and its partners needed to acknowledge this issue in relation to the future of the Service. In addition, Members felt that youth services should be seen as a "community" service, as it was felt that it had a wider reach than the current education-based setting. If the remaining youth centres are to continue to offer young people a place to go, feel safe and be supported, budgets should be protected as much as possible, and considered as an integral part of the development of community-based services and facilities highlighted elsewhere in this Section.

### **Safeguarding Young People (and their families)**

KF16. During the Inquiry, Members discovered a range of factors that may contribute to a young person to becoming involved or "groomed" in drug-related activity. They were advised by the St Giles Trust that some vulnerable young people perceive drug gang members as role models who fill a gap in their lives. In the case of County Lines activity, gangs find out what is missing in a child's life and the try to fill it – they will target young people who have difficult family lives, though this is not exclusive.

KF17. In addition, like other young people who may be subjected to grooming, Members also highlighted the importance of having the processes in place to identify them and their families. The community survey also highlighted the need for earlier intervention in protecting vulnerable young people, with over a quarter (28.1%) of respondents stating this. Members were advised that the issue of identification and intervention was complex and it was imperative that intelligence and information was used effectively in these cases. In addition it is critical that, in the case of young people, they are viewed as a victim, rather than a criminal.

KF18. South Wales Police advised Members that those aged 16 and under didn't constitute a huge problem in the area, but is more apparent in those in their late teens.

KF19. During the Inquiry, Members received details of Home Office Guidance<sup>1</sup> in relation to County Lines Drug Activity, which set out how county lines, like other forms of abuse and exploitation:

- can affect any child or young person (male or female) under
- can affect any vulnerable adult over the age of 18 years;
- can still be exploitation even if the activity appears consensual;
- can involve force and/or enticement-based methods of compliance and is often accompanied by violence or threats of violence;
- can be perpetrated by individuals or groups, males or females, and young people or adults; and
- is typified by some form of power imbalance in favour of those perpetrating the exploitation. Whilst age may be the most obvious, this power imbalance can also be due to a range of other factors including gender, cognitive ability, physical strength, status, and access to economic or other resources.

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<sup>1</sup> <https://www.gov.uk/government/publications/criminal-exploitation-of-children-and-vulnerable-adults-county-lines>

- KF20. Members acknowledged that not all young people engaged in drug-related activity would immediately be considered as “vulnerable” in terms of the characteristics that would normally be applied, but they can be targeted and groomed and attracted to drug crime because of the perceived “cool” factor and quick wealth.
- KF21. In order to tackle the issue, Members concluded that a number of preventative, diversionary methods needed to be put in place to help in steering vulnerable young people onto a more positive life path. Members stated that diversionary activities (including sports and art), the chance of undertaking apprenticeships, training opportunities and working with community role models, ambassadors, mentors could help achieve this. The community survey undertaken as part of the Inquiry asked what agencies could do to tackle drug dealing – almost a third of respondents (30.5%) stated that “more activities available to young people in the community” and a quarter (24.7%) stating that “better job opportunities – training, apprenticeships etc” would be a way forward.
- KF22. Throughout the Inquiry, it was acknowledged that, working with the family as a whole would be critical in tackling the issue. Members were told that, in some cases, intensive work with a vulnerable family, whose child has become involved in drug dealing would be required, and this could be covered by existing family-related services. However, Members heard that, on a wider scale, issues such as parents being better informed in recognising the signs of drug involvement was critical, as well as acknowledging the very real fears of parents not wanting to report their children to the Police, for fear of a broken relationship with that child, and consequences arising from it.
- KF23. Linked with the above, Members concluded that tailor made packages for vulnerable young people (and their families) offering a range of solutions was the best way forward. They acknowledged that much good work was already in place and therefore felt that linking with existing services in relation to vulnerable young people (child sexual exploitation, radicalisation etc) would provide a major step forward in taking forward this work.

KF24. During the Inquiry, Members heard about the impact that issues such as exclusion and reduced timetables had in exposing vulnerable young people, as it resulted in additional unsupervised time that could be exploited. Members acknowledged the limited options currently available to schools and pupils in terms of remaining in school if punished for a drugs-related offence, but considered that the development of a range of diversionary options could help alleviate this. Schools based staff suggested that, in cases of excluded pupils, a care package should be put in place, with parents signing-up to a rehabilitation project for offenders.

### **The role of Agencies**

KF25. During the Inquiry, Members heard from partners and the third sector and concluded that improved joined up working was needed. Members were aware of the role of the Community Safety Board (part of the Cardiff PSB) that had made a number of strides to address and tackle this issue, as well as its continued development in making the Board more effective. However, joint working across all agencies and relevant third sector organisations was going to be critical in addressing a range of issues relating to tackling drug dealing AND identifying and intervening with vulnerable young people. In addition, the increasing threat of County Lines activity needed wider joined up thinking and working across the wider region and beyond.

KF26 Members considered best practice examples of dealing with drug dealing in Northumbria and Manchester<sup>2</sup> in relation to tackling New Psychoactive Substances (NPS) which also highlighted the need for good partnership working.

KF27. Members were aware that the Community Safety Board (formerly, the Safer & Cohesive Communities Board) conducted regular meetings, and already had mechanisms in place to conduct high-level/strategic meetings, but concluded that other relevant third sector organisations could also be included to enable everyone to contribute to tackling the issue and provide a “whole picture”.

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<sup>2</sup> ***New Psychoactive Substances: the response by Probation and substance misuse services in the community in England*** – HM Inspectorate of Probation and the Care Quality Commission (November 2017).

KF28 In addition, Members concluded that the key to the success of any campaign to tackle drug crime would be to hold localised, operational meetings, to include trusted community members, which could cover a range of issues highlighted during the Inquiry such as:

- Data, intelligence, Information
- Budgets and Resources
- Latest Developments
- National and local campaigns (such as “Fearless”, “Switched On!” Operation Purple Ash etc)
- A mechanism for discussing and addressing hotspots/problem areas

Members also stated that a further mechanism would also be required for identifying and dealing with individuals - this could include what levels of support they may need at one end of the scale, to potential enforcement at the other.

KF29. Throughout the Inquiry, numerous witnesses called for the development and implementation of a comprehensive Strategy. It was agreed that this complex issue was not one that could be tackled by one partner alone. It was felt by Members that a Strategy would pull together work already being undertaken, and give direction and commitment to tackling drug-related crime.

KF30 During the Inquiry, Members were told that there was a lot of good work being done by schools, the third sector and at community level but that the resulting intelligence wasn't being brought together. Together with many of the issues that are highlighted in this report, a Strategy could assist in drawing together many of the issues and concerns raised, as well as address issues such as the budgetary constraints that continue to challenge public sector bodies.

KF31. Members felt that this Inquiry presented opportunities for agencies to further connect with colleagues within their own organisations and other networks already in place. As already highlighted in this Section of the Report, Members identified that lots of positive work is already taking place in terms of helping young people - safeguarding,

CSE, violence, sex work, radicalisation etc. Members felt that lots could be learned and good practice implemented where appropriate.

KF32. During this Inquiry, Members undertook a community survey to gain a snapshot of opinion in relation to drug related activity in Cardiff. It was hoped that a “young person” survey could also be undertaken. A lack of resources and issues in relation to confidentiality prevented this taking place during the lifetime of this Inquiry. However, Members were informed by the Community Safety Board of the potential of them, along with the Youth Service to carry out a youth survey to ascertain attitudes to drugs and drug-related crime. Members concluded that they would wish to strongly encourage that this take place at the earliest possibility.

### **Education and Awareness Raising**

KF33. Throughout the Inquiry, Members consistently heard a wide range of messages/evidence from organisations and individuals relating to how they get access to information and services; as well as awareness of campaigns already in existence. For example, one witness stated that, within some neighbourhood areas, information outlining parental advice was unclear. Other witnesses felt that a more accessible and clear tool-kit of information should be made available. Members stated that, in order to tackle the issue and draw together all the streams of work developing and already in existence, a comprehensive education and awareness raising campaign was required. This would not only give the public the information and advice they needed, but also send a clear message that drug-related crime and activity would not be tolerated in Cardiff.

KF34. Linked with the previous KF, Members felt that education and awareness would address some of the other issues highlighted in the Inquiry. For example, clear messages would assist in forging better relationships in communities and help breakdown barriers across agencies, as well as the work of some of the drug-related facilities that could be within their areas. A key part of this should also include on how the public can report suspicions.

KF35. Members recognised the range of education programmes currently conducted in schools through the St. Giles Trust, the All-Wales Schools Programme, youth service, school liaison officers and related sessions in areas such as CSE, radicalisation etc, but felt that a review of what is being offered across the board could be undertaken to streamline systems and provide a comprehensive education programme that will cut time, avoid duplication and maximise impact. Members were told by witnesses based in schools that school/education related programmes should include parental classes, so that parents are made aware of the warning signs connected with drug involvement.

KF36 Schools based witnesses informed Members of prevention in schools. They claimed that year 5 and 6 pupils were now displaying behaviour which used to surface at years 8 or 9. They suggested that talks about substance misuse should take place in Primary Schools. To back this up, Members considered a study undertaken by the Early Intervention Foundation Review<sup>3</sup> which explored the extent to which young children at risk of gang involvement or youth violence are supported through evidence-based early intervention, particularly within primary schools. It draws on qualitative interviews with schools, local government officials, police and voluntary sector organisations within the London boroughs of Lambeth and Wandsworth, and built on earlier EIF research which indicated that risk factors for gang involvement and youth violence can be spotted as early as age seven.

The study identified a range of concerns, including:

- the lack of a clear or shared understanding of the level of risk within a school
- a lack of clarity or confidence in identifying and accessing statutory and other services beyond the school walls
- a limited awareness of the range and quality of external support that is available to schools, and little evaluation of the external support that is commissioned
- the pressure on schools to focus on academic performance to the exclusion of children's wellbeing, a challenge which is often exacerbated in schools located in areas where the risk of gang and youth violence is likely to be higher.

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<sup>3</sup> *Intervening early to prevent gang and youth violence: The Role of Primary Schools* – Early Intervention Foundation (March 2018)



KF37. Linking with some of the other key findings, another key factor that presented itself during the Inquiry was the perceived “attractiveness” of drug dealing to some young people, with “rewards are higher than the risk.” Witnesses informed Members that, in their view, certain young people become involved because of the perceived “cool factor”. They aspire to be like the drug dealers with their expensive trainers and nice car. Witnesses stated that, any education/ awareness raising programme needs to highlight the consequences of drug-related crime to young people. Witnesses cited case studies and Members were told that there were two reasons why young people became involved with drug dealing – (i) poverty and (ii) money. Wrongly, dealing is perceived as an easy option initially for making money. Others stated that they thought a lot of young people asked themselves, “why should I work for minimum wage when I can earn more selling drugs?” In addition, witnesses also commented on the relative ease now of starting to deal in drugs.

### **Crime & Enforcement**

KF38 The Inquiry concluded that, in terms of enforcement, the Police were working hard to tackle this issue. Many witnesses praised the Police in their commitment in working within the community, but more needed to be done to work with them to strengthen current arrangements. Members were advised that a city-wide, rather than localised model was needed in terms of tackling drug-related crime. This was to ensure that drug-related problems were not “moved on” from one neighbourhood to the next, but tackled right across the city. In addition, Members were aware of the limited powers that PCSO’s have in communities, and how this could impact the levels of enforcement in certain areas.

KF39. Members were informed that white males born in Wales were identified as the biggest group of offenders but found that drug-related crime crossed all age ranges and backgrounds.

KF40. Throughout the Inquiry, Members heard from witnesses about “Hotspots” in their areas. As ward Members, they were also able to provide examples of certain areas where drug-related activity was regularly taking place, and was often “open” with a

perceived lack of enforcement to stop it. Community witnesses called for more Police, CCTV cameras and street lighting as ways to improve the current situation at community level. In addition, the community survey asked the public to name some hotspots in their area, and almost half of respondents (45.0%) were able to name one or more areas within their communities where this was taking place.

- KF41. A “zero tolerance” approach in terms of enforcement was suggested by community representatives. Communities blighted by drug dealing and taking felt that authorities were taking too long to deal with issues, and when they do, the problem would arise again. Members heard evidence of children and families witnessing drug taking, having to deal with discarded needles, anti-social behaviour and other issues, such as defecation in their communities and it was concluded that this should not be acceptable.
- KF42 Members acknowledged that communities were now seeing not just known individuals involved with this type of crime, but felt that anyone could move to an area and pick-up with County Lines activity.
- KF43 Throughout the Inquiry, Members were told about the increase in County Lines activity, not only in Cardiff, but across the UK. The media has also highlighted this particular type of drug-related crime. Members heard some of those targeted by County Lines gangs can be paid as much as £300 per week just for holding drugs and firearms.
- KF44 Members were told by St Giles Trust Cymru that some of those extricated by agencies from gang influence are reluctant to leave because of the support network they have in Cardiff. Case studies on this issue are highlighted in the “background evidence” section of this report.
- KF45. Whilst Members heard that only 4 cases of County Lines activity had been highlighted in the City, they felt that the threat of this type of activity warranted further work, particularly with the St. Giles Trust, who had a dedicated County Lines Officer in place, who could advise and assist on tackling this issue. Members heard that, in the opinion of witnesses, local drug dealing was following the County Lines

model in as much as vulnerable people are being used by gangs to do their “dirty work” for them, using the County Lines model in terms of an operating template.

KF46. Members were advised during the Inquiry that other related crime had increased. This was particularly true of knife crime that had increased during the life time of this Inquiry. Members also heard that those involved with drug-related crime were threatened with weapons and therefore arm themselves.

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## RECOMMENDATIONS

The Committee has identified areas that merit consideration in taking review activity to the next level, and particularly wish to draw the Cabinet's attention to the following recommendations. Each recommendation is supported by the associated key finding listed earlier in this report.

The Children & Young People Scrutiny Committee and Community & Adult Services Scrutiny Committee have endorsed the following recommendations. They are commended to the Cabinet for implementation, in consultation with the Community Safety Board and wider partnership. Both Committees require **an initial response to the recommendations during Spring 2019, with a further review in September 2019.** (*dependent on Cabinet consideration – yet to be timetabled*)

### **It is recommended that:**

#### Impact on Communities

- R1. Improve community engagement and consultation in terms of tackling drug-related crime by replicating the locality based partnership model and strengths based approach model implemented in Butetown, via a sequenced roll-out to other parts of Cardiff.
- Supported by Key findings 2-3***
- R2. The Community Safety Board undertake a neighbourhood review to work towards formalising engagement with the community, using the resources of PACT within the new arrangements. This new arrangement should be a two-way communication tool between partners and the community.

***Supported by Key findings 4-7; 28***

R3. The volunteer portal already in place to include attracting volunteers to act as community role models and ambassadors in order to advise young people on the dangers of drug-use and involvement with drug-related crime. This voluntary scheme should be suitably funded and involve collaborative working with relevant groups and partners.

***Supported by Key findings 8-11***

R4. For the Council, through its neighbourhood partnerships, explore the use of community facilities by the community – creating a pool of volunteers; offering support and training; and explore funding opportunities, to enable the community to have access to these buildings to run clubs/groups for young people, and give them a place to go outside of normal hours.

***Supported by Key findings 10-11***

R5. The Council and its partners review where drug related services are located and commit to thorough community engagement in areas of the city chosen for any proposed location for drug-related services such as needle exchanges. The size of the development should be clearly explained to residents as part of this engagement process.

***Supported by Key findings 12-13***

#### Safeguarding Young People (and their Families)

R6. The Council and partners undertake a review of current youth service provision. This should include assessing the function and developing a new model of service delivery that is more effective and fit for purpose. This should include an evaluation of the flexibility of the service and how it can meet the demand. The service could be more sessional based approach, linked up across a range of partners and be available outside of school hours and in the school holidays. There is a need to recognise the crucial role played by youth services in preventing young people's involvement with drugs and drug-related crime and that the Council should be mindful of this factor before future funding decisions are made regarding the service. If the remaining youth centres are to continue to offer young people a place to go, feel safe and be supported, budgets should be protected as much as possible, and

considered as an integral part of the development of community-based services and facilities.

***Supported by Key findings 14-15***

- R7. The Council and partners to undertake a review of all streams of “safeguarding” related activity across the City, with a view to developing a model for intervention and prevention for young people vulnerable to drug-related crime. There is a wide range of good practice already in place in relation to child sexual exploitation, FGM, radicalisation, sex work etc. and Members agreed that pooling the expertise and knowledge from these streams would establish the links with current work and assist in developing a specific model for young people caught up in drugs. This will also provide the tools required for engaging the parents/carers and families of these young people.

***Supported by Key findings 7; 15-16***

- R8. The Council and partners develop a “Well-being Strategy” for young people based on the strengths based approach, and using initiatives such as “Goodies in Hoodies” that had had a positive impact on tackling negative perceptions of young people.

***Supported by Key findings 7; 18-20***

- R9. The Council and its partners undertake a major review of current arrangements in relation to options available to young people who find themselves excluded from school or on reduced timetables. Schools should play a central role in this review. The review should include drawing on existing examples of good practice already in place in some of Cardiff’s schools. The review should include the identification and implementation of a number of preventative, diversionary methods to help steer young people towards a more positive life path. Sport, art, the opportunity to undertake apprenticeships and training, working within their community should all be considered to help achieve this. The review should also consider the development of a measurement to monitor and review school practice in relation to this area.

***Supported by Key findings 21-24***

## The Role of Agencies

R10. The Council and its partners ensure the development and implementation of a city-wide strategy on tackling drug-related crime to highlight in particular the dangers posed by the UK-wide increase in “County Lines” activity. Part of this strategy should include a hard-hitting communications campaign involving social media platforms and more traditional advertising measures such as the use of billboards. This should be coordinated with recommendations 15 and 16 below.

***Supported by Key findings 29-31***

R11. The Safer Communities Board ensure that relevant third sector organisations are invited to operational meetings in order to achieve a wide-ranging approach to tackling the issue of drug-related crime. All parties should then be encouraged to promote each other’s services and campaigns on their respective communication platforms in order to raise public awareness. Such action would give residents clearer indication of points of contact for reporting incidents of drug-related crime.

***Supported by Key findings 25- 27***

R12. The Council and its partners develop and implement a system of community based operational meetings to include partners, third sector, parents and community members to share local data and intelligence in order identify hotspots, problem areas and shared solutions to the problem. This could include adopting a similar approach used by the CSE PING meetings.

***Supported by Key finding 28***

R13. The Council and partners adopt a similar model used by other work areas (such as CSE) to enable them to discuss individual young people in order to assess and address the individual’s needs – including issues raised in recommendations 7 and 9. This should also link with the early help new proposals and the young person’s gateway.

***Supported by Key finding 28***

R14. Cabinet ensures that plans for a city-wide youth survey to ascertain attitudes to drugs and drug-related crime are fully supported by Cardiff Council and that meaningful results are eventually achieved. Currently, it is proposed that a potential youth survey be commissioned by the Community Safety Partnership, in partnership with Youth Services. Members would wish to strongly encourage that this take place at the earliest possibility

***Supported by Key finding 32***

### Education and Awareness Raising

R15. A strategic, coordinated Communications Plan be developed with input from all partners. This should include the coordination of current materials that could be used as part of the programme. The programme should include mechanisms for delivering a large scale campaign across the City, and also more targeted awareness raising and training with recognised vulnerable groups. This should be developed in line with the Strategy recommended in R10 above, and should acknowledge the range of diverse communities across Cardiff. The Communications Plan should also develop targeted programmes for specific areas of Cardiff to address specific challenges faced by that area.

***Supported by Key findings 33-37***

R16. A programme of campaigns for children and young people be developed by young people and current providers (for example, the St. Giles Trust), to include PSHE teaching materials, social media, development of apps, etc. The wording of all material should be very carefully considered and should include a strong message in informing young people of the consequences of being involved in drug dealing; recognising grooming; where they can go for more advice; and what options are available to them if they find themselves in trouble via drug-related activity. The coordination of budgets from other sources (Public Health Wales, Welsh Government etc) should also be explored as part of developing this campaign.

***Supported by Key findings 33-37***



## Crime and Enforcement

R17. The Police & Crime Commissioner review the powers that are given to PCSO's.

***Supported by Key finding 38***

R18. The Community Safety Board explore options of enforcement routes to tackle anti-social behaviour associated with drug dealing and problematic drug use in order to strengthen current arrangements and ease pressure on the Police. This could include a local, hybrid version of the use of Public Spaces Protection Orders.

***Supported by Key findings 39-42***

R19. The Council and partners link with relevant third sector providers to address the issue of "County Lines" activity in the City and links to other drug-related crime, such as knife crime. This should form part of both the strategic and operational elements of work going forward.

***Supported by Key findings 43-46***

## KEY EVIDENCE

### FACE-TO FACE MEETINGS WITH WITNESSES

#### Councillor Thorne's original concerns

The Ward Member for Plasnewydd reminded the Task Group that the role of scrutiny was to offer practical and feasible solutions, so therefore calling for additional funding for youth services after a process of cuts wasn't appropriate.

**(Meeting October 25, 2017)**

The Achievement Leader for Youth Support at Cardiff Council suggested that a remedy for the drugs problem was broader than just being one of reinvestment. A Councillor also pointed out that according to South Wales Police crime data, the highest number of arrests were in wards which still had youth centres.

**(Meeting January 19, 2018)**

The coordinator for the Into Work service, told Members that in her opinion the drug-related crime situation crossed all age ranges and backgrounds. She highlighted the lack of youth services in certain areas and observed that nothing was replacing closed facilities, which was creating a void. She pointed out that money was the driving force for people getting involved in drug dealing. She thought a lot of young people asked themselves, "why should I work for minimum wage when I can earn more selling drugs?"

**(Meeting April 16, 2018)**

#### Impact on Communities

The Community Safety Manager explained how a clear model of how to engage with communities so that they see themselves as part of the solution was needed. The model should also look at what factors made young people become involved in drugs crime. What

is it that gang membership provides which is lacking from the community and society at large?

**(Meeting October 25, 2017)**

Members were told about the role of Community Ambassadors by Cardiff Council's Community Safety Manager. A package based on recruitment and training was provided specifically designed to understand some of the dynamics associated with substance misuse and explaining what services are available to help the situation.

**(Meeting October 25, 2017)**

The Ward Member for Riverside raised the issue of locating needle exchanges. He said that there was an issue in terms of why their locations were chosen and the concern that the exchanges actually drive drug-related activity.

**(Meeting October 25, 2017)**

The Chair highlighted the increase in young people openly drug dealing in the Butetown area. It was observed that Community Elders had raised concerns as it's no longer just known individuals involved with this type of crime but that now anyone can move to an areas and pick-up with County Lines activity.

**(Meeting January 19, 2018)**

The Chair observed that some young people dealing in Butetown, with the right encouragement, could be A Star Students.

**(Meeting January 19, 2018)**

After hearing about the preventative work done in schools by St Giles Trust Cymru Cllr S suggested creating a voluntary bank of volunteer role models from local communities who could give talks in their neighbourhood schools. This would offer a less authoritarian message than that given by the Police and contain more realistic street experience. It was pointed out to Members that this free advice would be more natural and not informed by the system. The Community Safety Manager advised that for this to work properly schools would have to have proper support structures in place in areas such as training and counselling.

**(Meeting January 19, 2018)**

The Chair advised the Task Group that certain drug dealers in his ward, were former straight A students in school but had then been groomed and attracted to drug crime because of the perceived “cool” factor and quick wealth. He believed that the situation differs in each part of the city but his point illustrates that drug crime doesn’t just attract vulnerable young people from deprived backgrounds.

**(Meeting January 23, 2018)**

The Chair told the group about an example of a parent who knew that his son was involved with drug-related crime, but was afraid to take action involving the authorities for fear of permanently losing his relationship with his son.

**(Meeting January 23, 2018)**

The Substance Misuse Project Manager at Cardiff & Vale University Health Board, highlighted the “Switched On! Drug and Alcohol Awareness Sessions”. This training is available to everyone, particularly children and young people, parents/guardians, practitioners (youth staff, teachers, healthcare professionals etc.) and also staff working in the voluntary sectors. He outlined to Members the difficulty of getting into certain communities. But he praised the work of BME officers and especially highlighted the good work carried out in the Czech Romany community.

**(Meeting January 23, 2018)**

KS raised concerns about commissioning and locating services without full community engagement. He advised the Task Group that in his ward, services were introduced without adequate public consultation. KS claimed that the needle exchange led to people witnessing drug deals 3 or 4 times a day.

**(Meeting January 23, 2018)**

KS informed the group about a user of hard drugs had been housed in flats on Tudor Street next to a single mother. KS suggested that reviewing the system for mixing vulnerable people should be a big consideration. The Chair also gave an example of a man in Butetown with mental health issues who had spent £10,000 smoking crack as a result of dealers being rehomed in the area. He suggested that a wider risk assessment was needed

prior to rehoming. SE said the whole package of services within communities needed reviewing.

**(Meeting January 23, 2018)**

South Wales Police told Members that individual communities need to take responsibility and have an honest conversation with authorities about what is happening where they live. It was highlighted that at the moment the Police aren't getting a full picture from some communities.

**(Meeting January 23, 2018)**

The Chair observed that greater community engagement was essential. More Police action was needed and community support was needed to empower them. SE explained that often it's normal for communities not to engage with the Police and this is then an ideal model for drug dealers to exploit.

**(Meeting January 23, 2018)**

GE advised Members that more work was needed to educate communities about services available. But that it was a mixed bag as some communities know more than others.

**(Meeting January 23, 2018)**

SE highlighted the importance of analysing the backgrounds of people involved with drug-related crime. SE gave the example of an academic young man who became involved in drugs and as a result his father left home leaving just the son and his mother. But because of language issues the mother doesn't have the capabilities to know how to get help and even if she did she couldn't ask for it. SE said that fears around these sorts of gaps needed addressing.

**(Meeting February 20, 2018)**

SE observed to the Task Group that community role models were needed from specific communities. SE believed that young people in particular will respond to people who live in the same community as them and who they see on a regular basis, in a way that they won't with people dropped in to deliver a message.

**(Meeting February 20, 2018)**

Lloyd George Avenue resident informed Members that there was a huge problem around the city centre end of the avenue and Bute Street. So far this year 4,500 syringes had been recovered in this area alone and 500 had been found in April.

**(Meeting April 16, 2018)**

Lloyd George Avenue resident told the Task Group about a tent erected near the junction of Bute Street with Callaghan Square. One day he counted 14 people going into the tent and he believed this was for drug activity. Members were advised that it took the Authorities 3 months to remove the tent.

**(Meeting April 16, 2018)**

A community rep raised the role communities can play and observed that they need to be pointing the finger at known drug dealers.

**(Meeting April 16, 2018)**

KS advised that within his ward he had a needle exchange, wet house and a probation service. In KS's opinion drug-related problems followed the associated support services.

**(Meeting April 16, 2018)**

Lloyd George Avenue resident told the group about an incident where the Headmistress of St Mary's school had to arrange for the removal of syringes from the playground prior to school assembly. She said that this illustrated how those injecting drugs don't care about the consequences. A community rep advised the meeting that he regularly sees human defecation near the Mosque.

**(Meeting April 16, 2018)**

Butetown resident observed that at needle exchanges only 20% are actually exchanged. He is Tiger Bay U14's Coach and he told Members how football games were having to be stopped whilst needles were cleared off the pitch.

**(Meeting April 16, 2018)**

Splott resident thought that more services should be run by the communities and that more community mentors are needed. She explained that she thought a more creative leadership model would come from the community, and she also expressed the need for greater sports provision.

**(Meeting April 16, 2018)**

In response to the question: *What is the most effective way of tackling community drug dealing?* A former drug dealer replied: “The most effective way of helping to understand community drug dealing is to talk to those involved and try to see things from their point of view. Drugs are used by most people in society illegal and legal including alcohol. Addiction comes in many forms. Illegal drugs are not more evil than alcohol or legal drugs. Regular meetings to discuss ways of kicking habits and addictions can be effective in leading to solutions.”

**(Written evidence received: January 12, 2018)**

### **Safeguarding Young People (and their families)**

The Community Safety Manager explained to Members that preventative work designed to identify and tackle problems at an early stage was in existence.

**(Meeting October 25, 2017)**

Members heard from the Community Safety Manager that there was a Serious Organised Crime Board model based on deep-dive case studies. This investigates family connections of those convicted and attempts to prevent younger siblings from following a similar route.

**(Meeting October 25, 2017)**

St Giles Trust Cymru advised Members that some vulnerable people perceive drug gang members as role models. They fill a gap in their lives. The caseworker told the Task Group that typically County Lines gangs find out what’s missing in a child’s life and then try to fill it. They target children from broken homes but not exclusively.

**(Meeting January 19, 2018)**

Senior Youth Worker advised Members that young people involved with drugs don't engage with youth workers as they're viewed as a "grass" and representing authority. In his view certain young people become involved because of the perceived "cool factor". They aspire to be like the drug dealers with their expensive trainers and nice car.

**(Meeting January 19, 2018)**

Community Safety Manager raised concerns about safeguarding vulnerable pupils who have been put on reduced timetables at their school. The logic behind the concern being that it increased the time available to fall prey to drug gangs.

**(Meeting January 19, 2018)**

The County Lines Caseworker at St Giles Trust Cymru, made a point about parental concern over dealing with children involved with drugs. In her view many parents would be afraid to inform on their children as it may lead to removal and ruin their relationship with that child for life.

**(Meeting January 19, 2018)**

The Substance Misuse Project Manager at Cardiff & Vale University Health Board stressed the importance of highlighting the consequences of drug-related crime to young people.

**(Meeting January 23, 2018)**

The Community Safety Manager advised Members about the work of peer mentors from communities and the effectiveness when youths are paired up with these people via Peer Membership Projects.

**(Meeting January 23, 2018)**

South Wales Police advised Members that the categories associated with drug-related crime was complex. For example, a runner who is also drug dependent is more victim than criminal. So the question becomes how do we protect vulnerable people at an early stage? He explained that those aged 16 and under don't constitute a massive problem. But it is more difficult for those in their late teens and it's definitely a work-in-progress. He said the current system is not perfect but it is driven by information.

**(Meeting January 23, 2018)**



A councillor highlighted to Members the Multi- Agency Safeguarding Hub (MASH) – the service for vulnerable children and adults – and said that nothing happens with approximately 80% of the referrals received.

**(Meeting February 20, 2018)**

Lloyd George Avenue resident observed that help should be available to vulnerable young people so that they're not ruining their lives. She explained that there should be new facilities for homeless people rather than better ways of giving money which has been piloted on the Hayes. (The Give DIFFerently campaign allows payments of £2 via contactless cards).

**(Meeting April 16, 2018)**

In response to the question: *What are the most effective safeguards that can be introduced at community level?* A former drug dealer said: "Education, Education, Education. Graphic pictures and classes that invite ex dealers, addicts to speak of their experiences are a great way of communicating awareness of the dangers of getting addicted to any substance."

**(Written evidence received: January 12, 2018)**

## **The Role of Agencies**

Cardiff Council's Community Safety Manager updated Members on key priorities for the Safer and Cohesive Communities Board. The priorities outlined are: **Cohesion & Integration**, under this category it was explained that here are 8 regional coordinators across Wales who analyse tension monitoring reports based on community data. These coordinators assess reports on such issues as the number of hate crimes committed. **Night-time Economy**, this priority concentrates on tackling associated crime and addressing vulnerabilities. It addresses how safe people feel in city and town centres and includes areas such as the homeless situation. **Protecting Vulnerable People**, concentrating on cutting crime and advising on how to reduce reoffending rates. **Resilient Communities**, this is a wide-ranging priority that covers everything from Emergency Planning to Substance Misuse.

**(Meeting October 25, 2017)**

The Community Safety Manager outlined the work carried out by the Serious Organised Crime Board in terms of drawing-up gang profiles in order to combat drug-dealing. It was explained that there is minimal County Lines activity in Cardiff but as a result a close working relationship has been developed with the associated caseworker with St Giles' Trust Cymru. Amongst other community-based activities the charity offers support to people in the criminal justice system.

**(Meeting October 25, 2017)**

Members were advised by St Giles Trust Cymru that there was poor communication and understanding of County Lines crime between UK regions. Also increased resources would help the situation.

**(Meeting January 19, 2018)**

The County Lines caseworker at St Giles Trust Cymru outlined to Members the importance of agencies having regular information sharing meetings.

**(Meeting January 19, 2018)**

The Achievement Leader for Youth Support at Cardiff Council agreed that the perceived normalisation of drug-use was a significant issue.

**(Meeting January 19, 2018)**

The Achievement Leader for Youth Support at Cardiff Council told Members that there was a lot of good work being done by schools, the third sector and at community level but that the resulting intelligence isn't being brought together.

**(Meeting January 19, 2018)**

The Behaviour Manager at Fitzalan High School observed that generally within society there was almost an acceptance of moderate social drug use without an understanding of the broader problems for society. Also those who sold cannabis to friends didn't consider it a drug crime. The Achievement Leader for Youth Support at Cardiff Council thought that a range of strategies was needed to tackle drug-dealing.

**(Meeting January 19, 2018)**

The County Lines caseworker at St Giles Trust Cymru questioned the worth of handing leaflets out to youths at community youth centres. But she did point out that South Wales Police had poster campaigns aimed at different organisations. One of the campaigns highlighted what changes to look out for when somebody becomes involved with drugs, which was especially useful for parents. These campaigns have only been running for six months so it was too early to properly evaluate their effectiveness but they appear to be working according to Rebecca.

**(Meeting January 19, 2018)**

The County Lines caseworker at St Giles Trust Cymru told Members that the charity used ex-gang members for talks in schools which had proved effective according to the feedback received.

**(Meeting January 19, 2018)**

KS pointed out the need to challenge the culture and acceptance of drug-use and that current measures weren't robust enough. KS thought that an education programme needed to be developed that was more powerful. He also pointed out that needle exchanges and wet-houses in his ward provided a networking opportunity for those associated with drug-related crime. KS told the group that residents in his ward believed that from a community perspective the situation was getting worse because of this situation which was importing the problem into their community.

**(Meeting January 19, 2018)**

Senior caseworker at St Giles Trust Cymru claimed that work at an educational level can provide high engagement. Lee makes school visits and can talk about his own background which is different to more traditional establishment figures. He told Members that he started smoking cannabis at 12 or 13, he committed theft, dealt in drugs and served a prison sentence. So in terms of the "badge of honour" amongst drug-related criminals, he had one and youths engaged with and listened to him in a different way because of his background. The charity's senior caseworker explained that his message of rehabilitation extended beyond schools to engaging with youths and former gang-members via recreational activities such as fishing. He also highlighted the problem of normalisation within society and how some vulnerable youths regularly see drug-use within the home environment.

**(Meeting January 19, 2018)**

MP advised Members that millions of pounds had been spent on warning people about the dangers of smoking and yet the only thing to have had a major impact was the legislation banning smoking in enclosed spaces. So therefore he questioned the worth of concentrating on education alone.

**(Meeting January 19, 2018)**

The Achievement Leader for Youth Support at Cardiff Council advised that a multi-layered strategy was needed which would both work with, and challenge families.

**(Meeting January 19, 2018)**

The County Lines caseworker at St Giles Trust Cymru advised Members that previously, related agencies would meet once a quarter to share resources and advise each other about their latest developments and campaigns. These quarterly meetings no longer happened and communication had become disjointed with agencies less well-informed as a result. She gave the example of the “Fearless” service run by Crimestoppers Wales which is an anonymous channel for reporting crime aimed specifically at young people. “Fearless” plays an important engagement and educational role for young people and yet very few people know about the service or how to use it. She pointed out that the general situation would be improved upon if regular quarterly meetings resumed between related agencies and partners. It would be a good way of sharing resources and promoting services such as confidential ways of reporting crime.

**(Meeting January 19, 2018)**

KS agreed that a multi-layered strategy was needed and the Chair added that localised intelligence was also crucially important. The Community Safety Manager advised that any new strategy needed to work in stages. A softer approach for dealing with vulnerable people at the early stages of enforcement was recommended.

**(Meeting January 19, 2018)**

The Chair of the Safer & Cohesive Communities Board emphasised that partnership working was an effective way of resolving drug-related crime issues. He highlighted Operation Purple Ash, an initiative to tackle street begging in the city centre, as an example of best-practice. Members were reminded that budgetary constraints were a considerable

challenge for all public sector bodies. It was pointed out that in terms of drug dealing amongst young people it was a UK-wide problem and therefore wasn't something that one partner can tackle alone. So a joined-up approach is the best way forward.

**(Meeting January 23, 2018)**

The Operational Manager of Children's Services advised Members that a preventative programme funded by the Welsh Government was in existence. It was highlighted that of 150 children brought to the attention of and helped by Children's Services, approximately 30-40 had drug offences. In terms of County Lines activity he highlighted the complex landscape and suggested that a multi-layered approach was needed. He summed up by saying that the way forward needs to include a combination of diversionary activities, a healthy relationship with communities, known families and the ability for everybody to recognise and act on early warning signs of drug involvement.

**(Meeting January 23, 2018)**

Team Leader with Housing & Communities advised Members that currently information outlining parental advice was unclear. She thought that a more accessible and clear tool-kit of information should be made available.

**(Meeting January 23, 2018)**

South Wales Police told Members that in his experience, there was an understanding of the size of the problem and the willingness to work towards a solution amongst public services.

**(Meeting January 23, 2018)**

The Substance Misuse Project Manager at Cardiff & Vale University Health Board, advised that more could be done to "sign-post" young people to existing diversionary services.

**(Meeting January 23, 2018)**

The Operational Manager of Children's Services, stressed the importance of having clarity on where drug dealing is happening. He pointed out that strategies were in place and claimed that his staff hadn't noticed activity on Saturday night patrols. He told Members that moving forward it was possible to put in requests for expanding projects funded by the Police & Crime Commissioner's Grant Fund.

**(Meeting January 23, 2018)**

South Wales Police outlined to Members the importance of having consistency for all types of drug crime. He emphasised that structures were in place to tackle drug-related crime and that a co-ordinated process exists. However, he did point out that sometimes gaps in the service can't always be seen because of variance of practice caused because partners work for separate organisations. He observed that every agency could possibly do more and that there was certainly the will on behalf of partners to make improvements.

**(Meeting January 23, 2018)**

The Community Safety Manager advised the group about proposed PSB quarterly network meetings held at different parts of the city which would be organised by the Cardiff Community Safety Partnership.

**(Meeting February 20, 2018)**

Sploott resident observed that people weren't being listened to in her opinion. On the issue of locating services in certain areas it was easier for the Authorities to do this if it fitted into the narrative on socio-economic conditions. But she thought that the real question should be what can be done to improve an area.

**(Meeting April 16, 2018)**

## **Education /Awareness Raising**

The Behaviour Manager at Fitzalan High School spoke about the perceived normalisation of taking cannabis. He told the group that the last four permanent exclusions at Fitzalan High School had been because of substance misuse. He talked about the managed exit process and observed that he felt an appropriate care package was needed for pupils excluded and that this should involve the parents signing-up to rehabilitation project for offenders.

**(Meeting January 19, 2018)**

It was pointed out to Members by the Behaviour Manager at Fitzalan High School that parental classes should be available in schools so that parents are made aware of the warning signs connected with drug involvement.

**(Meeting January 19, 2018)**

Members heard from Youth Service Team Leader that police gave talks in schools as part of Welsh Government preventative policy. His view was that the problem with this approach was that an educational message was being lost during the process which focussed on enforcement.

**(Meeting January 19, 2018)**

The Behaviour Manager at Fitzalan High School raised the issue of prevention in schools. He claimed that year 5 and 6 pupils were now displaying behaviour which used to surface at years 8 or 9. He suggested that talks about substance misuse should take place in Primary Schools.

**(Meeting January 19, 2018)**

The Behaviour Manager at Fitzalan High School told Members that that fixed term (reduced) timetables were exclusive and worked out based on the offence. He said that it was a difficult decision for schools to make but that there was little else that schools could do in terms of a punishment.

**(Meeting January 19, 2018)**

The Behaviour Manager at Fitzalan High School thought that specialist anti-drug talks in school were important. But from a schools perspective it was difficult to fit these additional hours into the teaching day. This was because schools had a legal requirement to deliver a set curriculum in schools.

**(Meeting January 19, 2018)**

The Community Safety Manager highlighted Youth Service work in schools which warned about the dangers/consequences of drug-use and offered a range of diversionary activities. But she did point out that reduced timetables as a deterrent were problematic as they gave vulnerable youths additional unsupervised time which could then be exploited.

**(Meeting January 23, 2018)**

SW Police advised the Task Group about the All-Wales Schools Programme which was funded by the Welsh Government. He outlined the role of Schools Liaison Officers who divided their time equally between work in the community and at schools.

**(Meeting January 23, 2018)**

The Operational Manager for Children's Services advised Members that in terms of education there was a raft of services available which can help to identify problems. He mentioned the "Families First" packages which had been funded by considerable investment.

**(Meeting January 23, 2018)**

The Community Safety Manager advised the Task Group that Cardiff Public Services Board was interested in conducting a youth survey with a wider brief, but that attitudes to drug-crime could be included within it. The ambition was for this survey to be sent to all schools and further education colleges in Cardiff.

**(Meeting February 20, 2018)**

It was unanimously agreed that a final recommendation from the Task and Finish Group would be that the Cardiff PSB Youth Survey takes place and that attitudes to drug crime should be included in this study.

**(Meeting February 20, 2018)**

In response to the question: *What role, if any, should education play?* A former drug dealer, replied: "All children should be taught about the dangers of all drugs and alcohol and be shown graphic images of what can happen to a person who is addicted to a substance. This should include pictures of the lungs of smokers. Lessons on what can happen if you do this or that."

**(Written evidence received: January 12, 2018)**



## Crime and Enforcement

Members were advised by the Community Safety Manager that knife crime had increased in the last two quarters.

**(Meeting October 25, 2017)**

When asked about a dominant ethnic grouping associated with anti-social behaviour and drug-dealing, the Community Safety Manager advised Members that those involved in Cardiff were white, working-class, Welsh males in the main.

**(Meeting October 25, 2017)**

The Community Safety Manager advised Members on the Police approach to combating drug dealing in Cardiff. Members were told that SW Police are working on a staged model approach. This sets out interventions before strict enforcement.

**(Meeting October 25, 2017)**

Members heard from the Community Safety Manger that a city-wide rather than localised model was needed in terms of tackling drug-related crime. Members were advised that in Copenhagen there was soft and hard zones in terms of enforcement. In soft zones drug dealing was only monitored by the Police but any activity in the hard zones became an immediate enforcement issue.

**(Meeting October 25, 2017)**

Members heard how St Giles Trust Cymru worked in partnership with South Wales Police in an attempt to tackle County Lines activity. This work was funded through Children in Need and since July 2017 there had been numerous referrals received. Four of these referrals had been identified as County Lines related and engagement had been provided.

**(Meeting January 19, 2018)**

The County Lines Caseworker at St Giles Trust Cymru explained to the Task Group that those involved with drug-related crime are threatened with weapons and therefore arm themselves.

**(Meeting January 19, 2018)**

Members heard from St Giles Trust Cymru that some of those targeted by County Lines gangs can be paid as much as £300 per week just for holding drugs and firearms.

**(Meeting January 19, 2018)**

Members were told by St Giles Trust Cymru that some of those extricated by Agencies from gang influence are reluctant to leave because of the support network they have in Cardiff. Caseworker gave the example of a case-study.

**(Meeting January 19, 2018)**

Senior caseworker at St Giles Trust Cymru explained to the Task Group how gang members are trained not to talk or “grass” on their mates.

**(Meeting January 19, 2018)**

The Community Safety Manager for Cardiff Council highlighted the relatively small number of County Lines cases in Cardiff.

**(Meeting January 19, 2018)**

Senior Youth Worker observed that in his opinion local drug dealing is following the County Lines model in as much as vulnerable people are being used by gangs to do their “dirty work” for them. St Giles Trust Cymru concurred that local dealing was following the County Lines model in terms of an operating template.

**(Meeting January 19, 2018)**

Youth Service Team Leader speculated that as the return was much higher for Class A drugs this is an obvious factor in escalation of dealing. But he did say it was a big jump up from dealing in cannabis. Community Safety Manager told Members that it wasn't necessarily sequential that dealers would escalate to higher grade drugs.

**(Meeting January 19, 2018)**

Members were told by Youth Service Team Leader that drug-related activity wasn't a problem in the Centres. If dealing was known to be taking place it would be reported straight away. Members were advised that this is not to say that it doesn't happen, but those in charge of the Centres aren't aware of it taking place. Senior Youth Worker,

explained that the reality was that a dealer didn't need to use the Centres. Because of the criminal nature of the activity it was done in more secluded public places such as car parks.

**(Meeting January 19, 2018)**

Community Safety Manager advised Members that a Serious Organised Crime Partnership had just been launched in Cardiff. Opportunities to intervene can be developed as a result of case-study work.

**(Meeting January 19, 2018)**

The Achievement Leader for Youth Support at Cardiff Council gave Members the example of a young man who returned to working for a gang rather than attending a course offered at Cardiff and Vale College because of the immediate financial gain. Youth Service Team Leader advised Members that there were two reasons in his opinion why young people became involved with drug dealing – (i) poverty and (ii) money. Wrongly, dealing is perceived as an easy option initially for making money.

**(Meeting January 19, 2018)**

Senior Youth Worker commented on the relative ease now of starting to deal in drugs. In the past the supply wasn't as plentiful and therefore initial costs were prohibitive.

**(Meeting January 19, 2018)**

The Behaviour Manager at Fitzalan High School said that many young people wouldn't consider supplying cannabis as a drug crime, as the attitude would be it was "only a bag of cannabis."

**(Meeting January 19, 2018)**

The County Lines Caseworker questioned the effectiveness of Referral Orders as a deterrent.

**(Meeting January 19, 2018)**

Senior Youth Worker told Members that in terms of cannabis there was a confusing picture worldwide with many people thinking it was a harmless drug. This viewpoint is strengthened by visiting countries where it is freely available. He gave Members the example of visiting a supermarket in Switzerland where he saw cannabis on sale alongside cigarettes.

**(Meeting January 19, 2018)**

Community Safety Manager advised Members that Police grade the intelligence received. The rating for the intelligence is higher if a dealer is named. It is therefore a better option than purely reporting drug dealing on the end of your street or in a public space.

**(Meeting January 19, 2018)**

Members received South Wales Police data of recorded drug crime amongst those aged between 11 and 24 in Cardiff from 2014 until 2017. The figures show that when totalled together, all types of recorded drug crime had increased year-on-year but not by hugely significant amounts. The total for 2014 = 391, 2015 = 454, 2016 = 484 and the total for 2017 is 498. It was explained that the ward-by-ward figures are recorded in accordance with where the crime was identified. So for example, if a shoplifter at a supermarket in Llandaff is searched in custody and found to be in possession of a controlled substance, the drug related crime is recorded in the ward where the custody suite/ Police station is located. It was observed that this might skew the figures for some wards. White males born in Wales were identified as the biggest group of offenders.

**(Meeting January 12, 2018)**

South Wales Police briefed Members on the drug crime data for those aged 24 and under. It was pointed out that the overall 2017 figure for the full range of drug-related crimes was 498. The city-wide figure for all ages under just the classification of intent to supply was around 1,000 arrests which added perspective in terms of dealing. He advised Members that the issue of gang membership was very complex. In terms of the youngest end of the age spectrum less than 50 people under 17 were arrested per year. In conclusion, He explained that the figures for those involved in drug crime, under the age of 24, was small but that doesn't mean that a strategy isn't needed to tackle what does take place in Cardiff.

**(Meeting January 23, 2018)**

South Wales Police advised Members that for every 4 people arrested for using drugs, 1 is arrested for supplying. Last year around 100 people were arrested for supplying drugs. The highest number of arrests (309) was for possession of cannabis. The number of arrests for possession of cocaine was 40 which shows a huge disparity between Class A and Class B controlled drugs. He highlighted that in terms of County Lines activity stop and search had

been used and some arrests had been made but he advised that the situation wasn't as bad as some parts of the UK where "turf war" took place. He also claimed it was important to understand the complexity of the issue. For example with homeless people it's hard to get a clear picture because of a lack of engagement with official bodies.

**(Meeting January 23, 2018)**

On the issue of community youth provision, South Wales Police pointed out that traditional youth clubs had always had an element of temptation. So it was therefore hard to give one reason for the drug crime situation and he suggested that perhaps a better understanding of the layers of risk and harm was needed.

**(Meeting January 23, 2018)**

The Operational Manager for Landlord Services gave the Task Group a housing perspective on drug-related crime. She outlined how it was possible to apply pressure via tenancy arrangements in order to change behaviour. However, she did not think that this was the answer. In her opinion it was better to build relationships in order to prevent youth arrests.

**(Meeting January 23, 2018)**

SW Police spoke about confidential lines for the reporting of crime and advised Members that heavy enforcement was counter-intuitive. He advised that it is better to manage the risks rather than lock people up, unless there's a broader public risk. Unsocial behaviour amongst those under 25 was a bigger issue than drug dealing but he accepted that the areas over-lapped and that the situation was complicated.

**(Meeting January 23, 2018)**

KS asked for phone-booths used for drug dealing to be removed and for an increase in stop and search in the Riverside area.

**(Meeting January 23, 2018)**

The Operational Manager for Children's Services advised Members about the low levels of Class A drug dealing. He informed the group that it was common for dealers to be armed with a knife. For this reason he explained that staff had a metal detector wand which was

used before people were allowed into Council-run centres. This was now essential to ensure the safety of staff.

**(Meeting January 23, 2018)**

South Wales Police explained to Members the range of enforcement measures available. For example, restorative programmes rather than criminalisation. But it was pointed out that these options are considered on a case-by-case basis and that sometimes a criminal record is the only effective route to take.

**(Meeting January 23, 2018)**

Community Safety Manager offered Members an explanation on the laws governing stop and search powers. She advised that rather than this approach specific questions need to be asked about what needs to be done for the age group identified.

**(Meeting January 23, 2018)**

The Community Safety Manager advised Members that investigative work was being carried out by the Serious Organised Crime Agency which responded to alerts about different types of household waste at a particular property. For example, if waste sacks were full of just takeaway packaging this could be a sign of shift patterns by drug dealers at that property.

**(Meeting February 20, 2018)**

The Into Work Service claimed that the principal problem was that dealing was taking place freely in the open and it appears that there are no consequences.

**(Meeting April 16, 2018)**

A community rep highlighted to Members that Christina Street was one of the worst areas for drug dealing. It was pointed out that on the side-lanes it was common to see people dealing drugs. This was done on a 24-hour basis. He knew of taxi drivers working until 3am who would see dealers at that time openly selling drugs. He said it appears that drug dealers operate a shift system of working.

**(Meeting April 16, 2018)**

Community representatives invited to the Task Group meeting agreed that generally community policing was very good. But the lack of power for Police Community Support Officers was an issue.

**(Meeting April 16, 2018)**

KS observed that there were 3 main issues around drug-related activity in his ward. (i) An addiction issue, (ii) a dealing issue and (iii) the role of agencies in certain areas of the city. KS told Members that there was a perception amongst the public that multi-layer agencies are turning a blind eye to the issue of drug-related crime.

**(Meeting April 16, 2018)**

Butetown resident advised Members that the city centre attracted a lot of drug crime from surrounding areas. He thought that the 101 service was a “joke” and that a zero tolerance approach across the city was needed in terms of tackling drug-related crime. He said he wasn’t attacking the Police as they were doing a good job. However, he pointed out that Police Community Support Officers (PCSOs) had no powers which was a problem. He gave the example of somebody who was moved on by a PCSO after being caught openly injecting in broad daylight in the city centre. **(Meeting April 16, 2018)**

KS observed that the normalisation of drug use in society was the main problem. It was now becoming normal for children to see some drug taking in cities.

**(Meeting April 16, 2018)**

Butetown resident observed that some homeless people are begging for money to buy drugs and then deal, and advised that they be targeted by the Authorities. In her opinion there was no reason to be sleeping on the streets as there are beds available in centres for the homeless such as the Huggard. A resident advised Members that a lot of the dealers were coming to the city from outside Cardiff.

**(Meeting April 16, 2018)**

In terms of what can be done to tackle drug-related crime, a resident suggested to Members that a greater Police presence and more CCTV cameras was the answer.

**(Meeting April 16, 2018)**

Lloyd George Avenue resident advised Members that the core of the problem was in the city centre. He suggested that this was where people were coming from to use the needle exchanges. He reiterated that a zero tolerance approach was needed. He gave the example of an initiative in Bath, where begging on the street was prohibited.

**(Meeting April 16, 2018)**

Resident suggested to Members that more street lighting and CCTV cameras would also help the situation in Butetown in terms of tackling drug-related crime.

**(Meeting April 16, 2018)**

The Chair said that the Mosque in Butetown needed more support for its community work. SE observed that those offering advice were now more concerned about the dangers of drug dealing than that posed by radicalisation.

**(Meeting April 16, 2018)**

The 'Into Work' coordinator suggested to Members that the emphasis should be on exchange at needle exchanges.

**(Meeting April 16, 2018)**

In response to the question: *What would you say are the main reasons why people become drug dealers and continue to operate in this way?* Former drug dealer, replied: "The main reasons why many people start dealing in drugs is because they are themselves addicted. There becomes a need for more money to support the addiction and dealing is an easy step to get your own regular supply and to have extra money as well."

**(Written evidence received: January 12, 2018)**

A former drug dealer was jailed for twelve years for smuggling cocaine, in response to the question: *How should the Police combat County Line crime?* He replied: "Police should not treat illegal drugs as worse than alcohol and legal drugs and not use swat teams as if they are catching terrorists. Illegal drugs should be legalised in order to have more control over them with taxes and health warnings."

**(Written evidence received: January 12, 2018)**



## SURVEY RESULTS

As part of the Inquiry, Members were keen to hear from people in the community who may be affected by drug dealing in their area, and to gain a snapshot of people's feelings on what may drive young people to get involved in drugs. Members agreed that it should also include gaining views on how people in the community feel about how the "authorities" are dealing with the issue; and what could be done to tackle the problem going forward.

The Inquiry Group would like to acknowledge the assistance of Cardiff Research Centre, Cardiff Council's Communications Team and colleagues in the Neighbourhood Partnerships Team, who contributed greatly to the success of this work.

## METHODOLOGY

Members of the Inquiry Group agreed that an online survey be developed and circulated to networks identified by individual Members, supported by social media coverage by the Council's Communications Team.

The survey was developed and agreed by Members, using SNAP Survey software. The survey was uploaded onto the Cardiff Council website, and links to the survey (in English and Welsh) were circulated to Members for distribution.

In addition, the Chair of the Inquiry Group requested 200 hard copies be circulated to community buildings to encourage further take up of responses.

The survey was open from the 7<sup>th</sup> to the 23<sup>rd</sup> March 2018. **In total, 413 responses were received.**

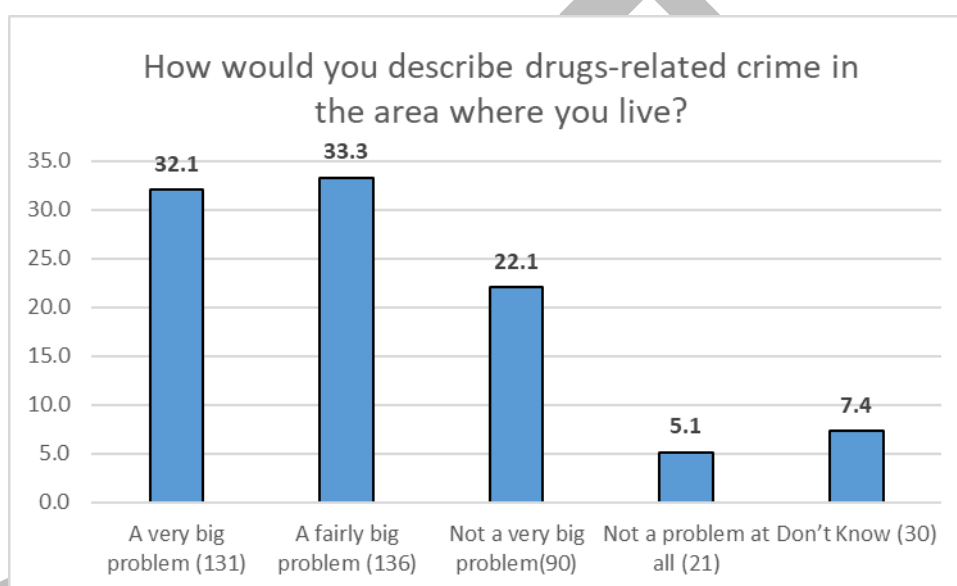
The following sets out the results of the survey

## RESULTS

### **How would you describe drugs-related crime in the area where you live?**

Almost two thirds of those surveyed (65.4%) think that drugs-related crime where they live is either a very big problem or a fairly big problem. This compares with slightly more than a quarter (27.2%) who thought it was not a very big problem or not a problem at all. Only 5.1% of those surveyed believe that drugs-related crime is not a problem at all in the area where they live.

	No.	%
A very big problem	131	32.1
A fairly big problem	136	33.3
Not a very big problem	90	22.1
Not a problem at all	21	5.1
Don't Know	30	7.4
Total	408	100.0

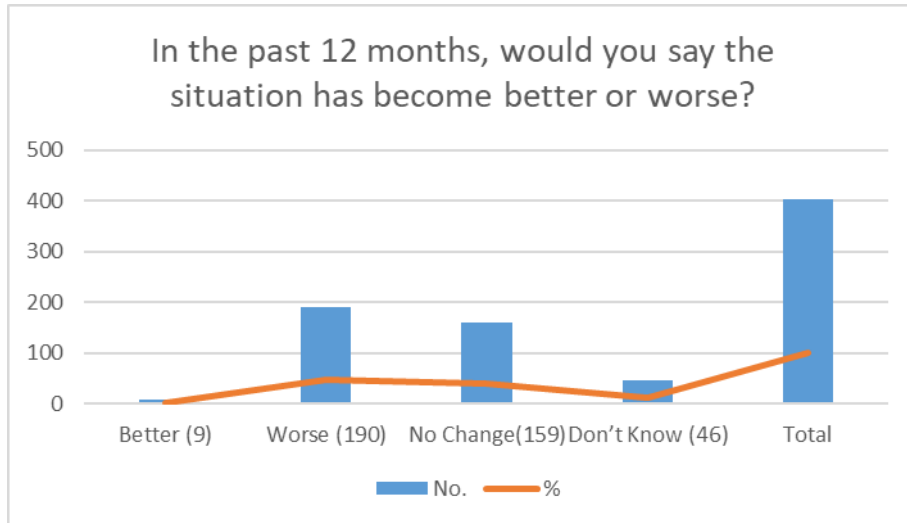


*(figures in brackets show actual number of responses)*

**In the past 12 months, would you say that the situation has become better or worse?**

Almost half (47%) of those surveyed think that the situation has become worse in the past 12 months. Only slightly more than 2% of respondents thought that the situation had got better. Just over 39% said that they had noticed no change.

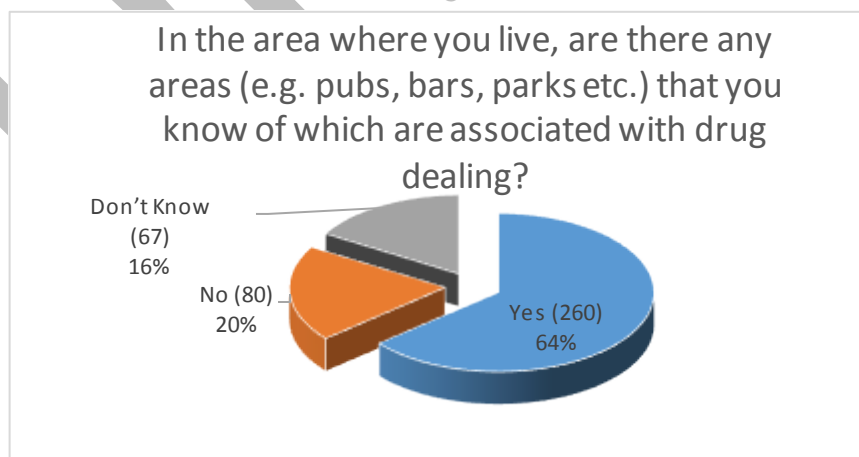
	No.	%
Better (9)	9	2.23
Worse (190)	190	47.0
No Change (159)	159	39.3
Don't Know (46)	46	11.4
Total	404	100



**In the area where you live, are there any areas (e.g. pubs, bars, parks etc.) that you know of which are associated with drug dealing?**

64% of people know areas in their neighbourhood where drug dealing takes place. Compared with 20% who didn't know of any areas associated with drug dealing.

	No.	%
Yes (260)	260	64
No (80)	80	20
Don't Know (67)	67	16
Total	407	100



**How often**

**experienced/ witnessed drug dealing/ taking in the area that you live in the last 12 months?**  
 In the past 12 months 17.2% of those surveyed claim to have witnessed drug dealing every day in the area where they live. Only 16% of respondents had seen no drug dealing in their neighbourhood. Just under 24% witnessed drug dealing almost every day and 15% had seen it take place at least once a week.

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1  
Splott Park  
Grange C

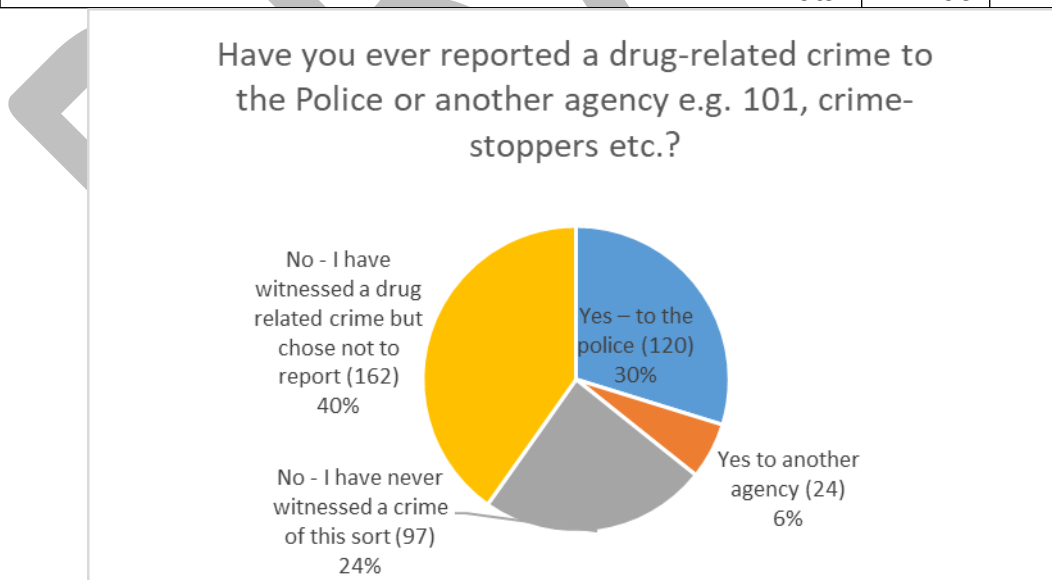
How often dealing/	No.	%
Every day (70)	70	17
Almost every day (97)	97	24
At least once a week (61)	61	15
At least once a fortnight (15)	15	4
At least once a month (29)	29	7
A few times in the last 12 months (60)	60	15
Once in the last 12 months (9)	9	2
Not at all in the last 12 months (65)	65	16
<b>Total</b>	<b>406</b>	<b>100</b>

**Have you ever related crime to another agency stoppers etc.?**

Over 40% of seen drug-related but chose not to compare with just they've reported this sort of crime to either the Police or another agency. 24.1% of respondents hadn't witnesses a crime of this sort.

reported a drug-the Police or e.g. 101, crime-residents have crime in their area report it. This over 35% who say

	No.	%
Yes – to the police (120)	120	30
Yes to another agency (24)	24	6
No - I have never witnessed a crime of this sort (97)	97	24
No - I have witnessed a drug related crime but chose not to report (162)	162	40
<b>Total</b>	<b>403</b>	<b>100</b>

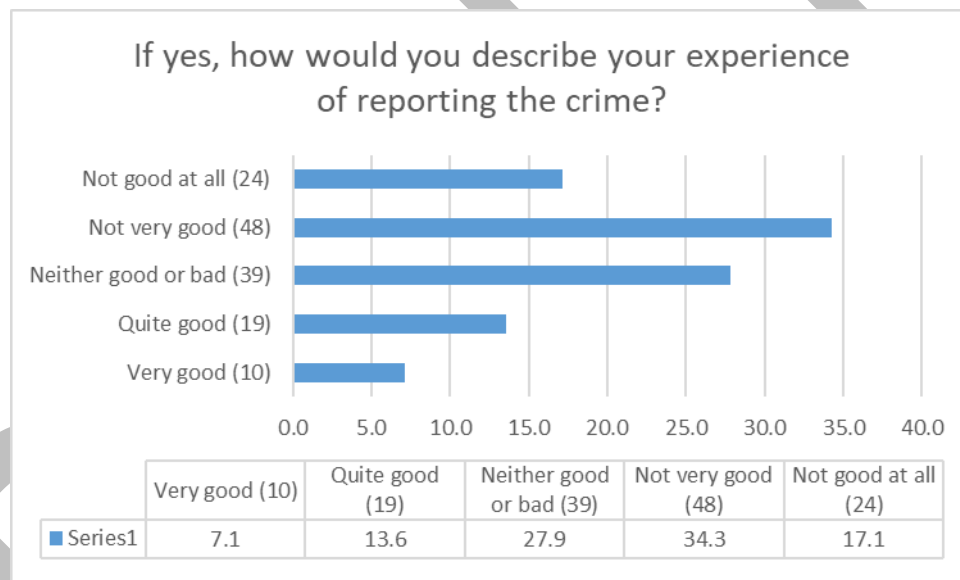


**If yes, how would you describe your experience of reporting the crime?**

Just over 50% of those who reported drug-related crime described their experience as either not very good or not good at all. This compares with the slightly more than 20% who described the response they received as either very good or quite good. But 27.9% of those

who reported drug crime to the Police or another agency described the experience as neither good nor bad.

	No.	%
Very good (10)	10	7
Quite good (19)	19	14
Neither good or bad (39)	39	28
Not very good (48)	48	34
Not good at all (24)	24	17
Total	140	100

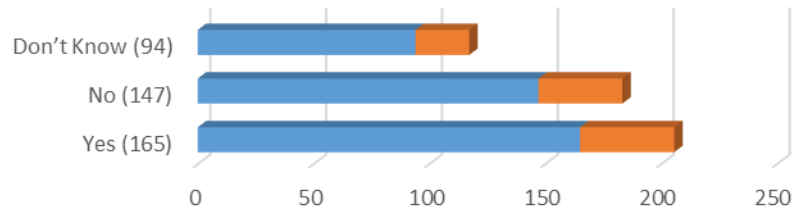


**Do you think young people in your area are at a greater risk to elsewhere in the city?**

Just over 40% of residents think that young people are at greater risk in their locality than they are elsewhere in the city. But 36% believe that this is not the case. 23% of respondents didn't know one way or the other.

	No.	%
Yes (165)	165	41
No (147)	147	36
Don't Know (94)	94	23
Total (406)	406	100

Do you think young people in your area are at greater risk to elsewhere in the city?



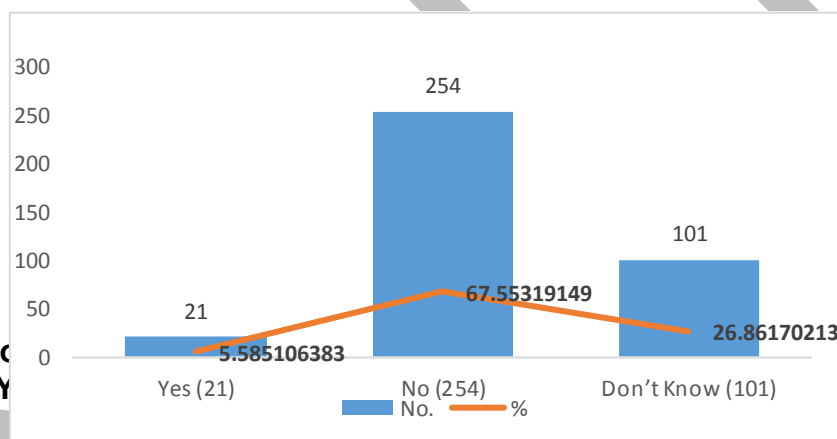
	Yes (165)	No (147)	Don't Know (94)
■ No.	165	147	94
■ %	40.64039409	36.20689655	23.15270936

DRAFT

**Do you think the Authorities do enough to tackle drugs amongst young people?**

On the issue of whether or not Authorities do enough to tackle drug crime amongst young people, only 6% of those surveyed thought that they did. A clear majority of 67% thought that the Authorities didn't do enough and 27% of responses said that they don't know one way or the other.

	No.	%
Yes (21)	21	6
No (254)	254	67
Don't Know (101)	101	27
Total	376	100



**If no, what more priorities ONLY**

**r top three**

In terms of what more Authorities could do to tackle drug crime amongst young people, the most popular responses were:-

- (i) More activities available to young people in the community
- (ii) Earlier intervention in protecting vulnerable young people
- (iii) Better job opportunities – training, apprenticeships etc.

Better drug education in schools was also a popular option with just over 13% of respondents selecting this priority.

	No.	%
Better drug education in schools	88	13
Involve more members of the community in the lives of young people	49	7
Improved safeguarding of vulnerable young people	77	12
Community role models / ambassadors	24	4
Earlier intervention in protecting vulnerable young people	116	18

Better education opportunities	36	5
More activities available to young people in the community	126	19
Better job opportunities - training, apprenticeships etc.	102	16
Other	38	6
Total	656	100

**What do you believe are the biggest influencers to young people becoming involved with drug dealing? (tick 3 only)**

On the subject of what influenced young people to become involved with drug dealing, the most popular responses were:-

- (i) It's an easy way to make money
- (ii) Lack of positive role models in the family
- (iii) Lack of educations and employment opportunities

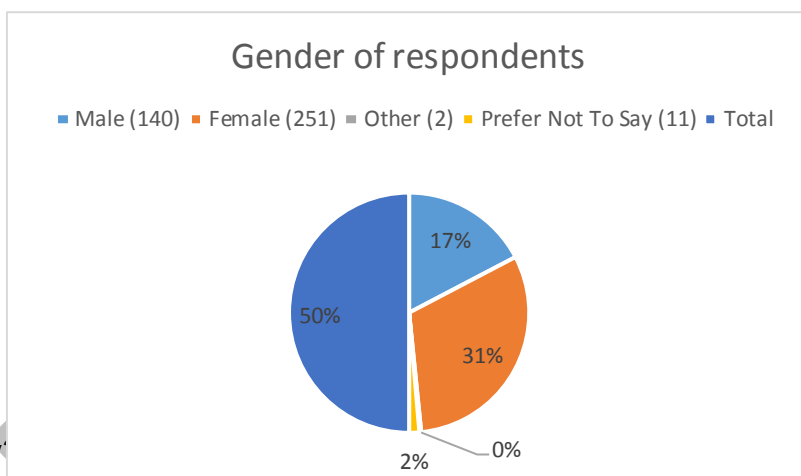
	No.	%
Lack of positive role models in the family (126)	126	11
Peer Pressure (108)	108	9
Lack of positive role models within the community (37)	37	3
Increased status amongst peers (56)	56	5
Poverty (98)	98	9
Its "cool"	62	5
Lack of education and employment opportunities (116)	116	10
Fund own drug habit (66)	66	6
It's an easy way to make money (147)	147	13
Little consequence (94)	94	8
Lack of education (28)	28	2
Boredom (67)	67	6
Poor home environment / In care (73)	73	6
Curiosity (26)	26	3
Other (20)	20	3
Don't Know (15)	15	1
Total Responses	1139	100



### Are you...

In terms of the gender of respondents – 62% are female, 35% male and 3% classed themselves as other or preferred not to say.

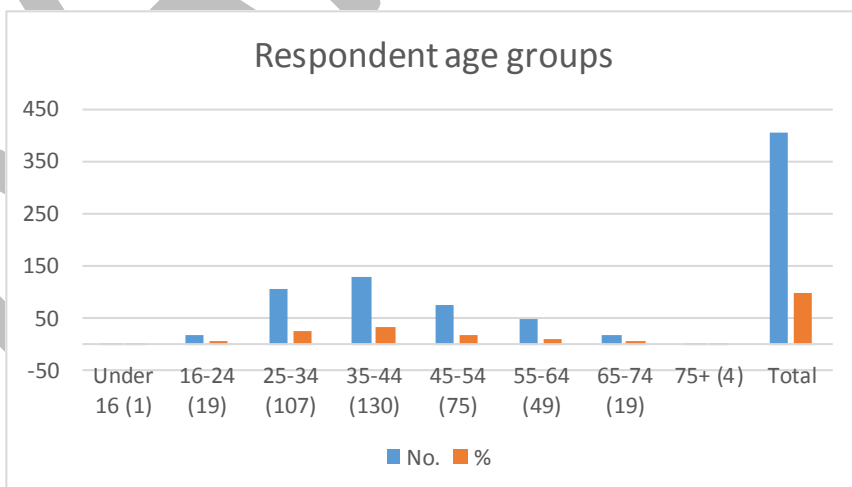
	No.	%
Male (140)	140	35
Female (251)	251	62
Other (2)	2	0.5
Prefer Not To Say (11)	11	2.5
<b>Total</b>	<b>404</b>	<b>100</b>



### What was your age on your last birthday

Given that the survey looks specifically at drug related crime and young people, it is gratifying that 5% of respondents are aged 16 -24 and that 26% are aged between 25 and 34. The majority of responses (32%) came from the 35 – 44 age range and 19% of respondents are aged between 45 and 54. A good sample was achieved across the age groups.

	No.	%
Under 16 (1)	1	0.5
16-24 (19)	19	5
25-34 (107)	107	26
35-44 (130)	130	32
45-54 (75)	75	18.5
55-64 (49)	49	12
65-74 (19)	19	5
75+ (4)	4	1
<b>Total</b>	<b>404</b>	<b>100</b>



### Which area of Cardiff do you live in?

Responses were received from all areas of the city. The highest number of respondents (23%) live in the Pentwyn area but this was followed by Butetown at 12%, Grangetown on 11% and 8% of responses came from the Splott area. Given the context of the original letter from Cllr Lynda Thorne it is especially gratifying that such a good response was received from the Butetown and Grangetown areas of Cardiff.

Column1	Column2	Column3
Which area of Cardiff do you live in?		
	<b>No.</b>	<b>%</b>
Pentwyn	93	23
Butetown	51	12
Grangetown	44	11
Splott	31	8
Heath	18	4
Penylan	18	4
Riverside	16	4
Canton	14	3
Gabalfa	12	3
Plasnewydd	11	3
Whitchurch & Tongwynlais	14	3
Adamstown	9	2
Caerau	7	2
Cyncoed	7	2
Ely	7	2
Fairwater	9	2
Pontprennau/ Old St Mellons	8	2
Towbridge	8	2
Cathays	4	1
Llanishen	4	1
Rhiwbina	5	1
Rumney	4	1
Creigiau/ St Fagans	3	0.5
Lisvane	2	0.5
Llandaff	1	0.5
Llandaff North	3	0.5
Llanrumney	2	0.5
Pentyrch	3	0.5
Radyr & Morganstown	2	0.5
Outside of Cardiff	2	0.5
Total	412	100

## Background

1. This Inquiry's Terms of Reference included the commitment to...

Identify and investigate:

- The contributing factors that give rise to young people being involved in drug dealing in the city
- Determine the effectiveness of current policies and services in protecting and preventing young people becoming involved in drug dealing in the city.
- Identify Good Practice

2. The following is a review and summary of studies that have taken place into drug (and gang) related activities. The studies are:

1. ***Intervening early to prevent gang and youth violence: The Role of Primary Schools*** – Early Intervention Foundation (March 2018)
2. ***New Psychoactive Substances: the response by Probation and substance misuse services in the community in England*** – HM Inspectorate of Probation and the Care Quality Commission (November 2017)
3. ***Criminal Exploitation of children & Vulnerable Adults: County Lines Guidance*** – Home Office (July 2017)
4. ***County Lines Gang Violence, Exploitation and Drug Supply 2016*** – National Crime Agency (November 2016)
5. ***Ending Gang Violence and Exploitation*** – HM Government (January 2016)

3. The following summarises the findings in relation to Paragraph 1 of this paper to assist Members in identifying:

- What factors may determine a young person becoming involved in drug dealing
- What are statutory agencies and partners doing to tackle this issue
- Best Practice from across the UK

#### **4. INTERVENING EARLY TO PREVENT GANG AND YOUTH VIOLENCE: THE ROLE OF PRIMARY SCHOOLS – EARLY INTERVENTION FOUNDATION (MARCH 2018)**

This report was chosen for review following evidence received at the evidence gathering session in January, which highlighted the critical role of schools in not only identifying children who may be at risk and vulnerable to exploitation, but also the crucial role schools play in the lives of children and young people and their development. It also highlights that schools provide strong role models, and the issues that school staff face when presented with a child that may be showing signs of “taking the wrong path”. Whilst it is aimed at risks in relation to gang and youth violence and not drugs directly, the fact that it studies issues in relation to children as young as seven years old, it was deemed important to consider in terms of risk factors, the role of schools, and a number of recommendations that may be used in developing good practice.

The full report can be access here:

<http://www.eif.org.uk/publication/intervening-early-to-prevent-gang-and-youth-violence-the-role-of-primary-schools/>

##### **Overview**

The report explores the extent to which young children at risk of gang involvement or youth violence are supported through evidence-based early intervention, particularly within **primary schools**. It draws on qualitative interviews with schools, local government officials, police and voluntary sector organisations within the London boroughs of Lambeth and Wandsworth, and builds on earlier EIF research which indicated that risk factors for gang involvement and youth violence can be spotted as early as age seven.

The research paints a picture of primary school staff who know their children and local families well, and who go above and beyond to try to provide strong, positive role models and to support children’s emotional wellbeing. However, there is also a strong sense that some school staff are intensely frustrated and feel unsupported in their efforts to work with vulnerable children. Some staff expressed anger and sadness as they told the EIF that they feel unable to change children’s outcomes in spite of their best efforts.

The school staff and stakeholders the EIF spoke to identified a range of concerns, including:

- the lack of a clear or shared understanding of the level of risk within a school

- a lack of clarity or confidence in identifying and accessing statutory and other services beyond the school walls
- a limited awareness of the range and quality of external support that is available to schools, and little evaluation of the external support that is commissioned
- the pressure on schools to focus on academic performance to the exclusion of children's wellbeing, a challenge which is often exacerbated in schools located in areas where the risk of gang and youth violence is likely to be higher.

The **recommendations** concentrated on four areas:

- improving the **use of evidence** in commissioning in-school support and programmes, including by providing improved information to schools and by calling on funders and commissioners at the national or regional level to make evidence-based decisions
- increasing the emphasis on and time available for developing children's **social and emotional skills** in primary schools, including by making PSHE compulsory in all schools and by requiring Ofsted to consider how well schools are supporting children's wellbeing alongside the academic performance
- improving the links between schools and the **wider early help system** in their area, so that school staff are clear about the options that are open to them and confident that referrals will result in support for children and families
- examining how the **police** can most effectively work within primary schools to help prevent gang and youth violence.

The report is the first output of a three-year project that will explore and support the testing of evidence-informed approaches to early intervention to prevent gang involvement and youth violence. The EIF will be working with the local authorities, police, participating schools and providers in Lambeth and Wandsworth over the next two years, with a view to co-designing, implementing and testing new approaches to preventing gang and youth violence through effective early intervention.

## **5. NEW PSYCHOACTIVE SUBSTANCES: THE RESPONSE BY PROBATION AND SUBSTANCE MISUSE SERVICES IN THE COMMUNITY IN ENGLAND – HM INSPECTORATE OF PROBATION AND THE CARE QUALITY COMMISSION (NOVEMBER 2017)**

Whilst this study was targeted at “**New Psychoactive Substances (NPS) - formerly known as “legal highs” - and the work of the probation service**, it was felt that this study be included as **NPS’s are an increasing problem, highlighted regularly in the media, and although banned, are cheap and easy to obtain**. The report also highlighted examples of some good initiatives by local partners which Members may find useful.

A copy of the full report can be found here:

<https://www.justiceinspectors.gov.uk/cjji/inspections/newpsychoactivesubstances/>

### **Overview**

The Inspection covered:

- 59 cases examined in detail
- 102 interviews with police, health and drug misuse professionals
- 33 interviews with probation leaders and frontline staff
- 25 interviews with service users and peer mentors

To give context the study found:

- **620 New Psychoactive Substances being monitored by the European Monitoring Centre for Drugs and Drug Addiction, at the end of 2016.**
- **147,000 estimated users in England and Wales**
- **1.6% young men aged 16-24 have used NPS**
- **75% of NPS users have used other drugs**
- **79 deaths of prisoners and probation service users associated with NPS 2013-2016**

### **Key findings:**

- The assessments and plans completed by substance misuse services were sufficient overall
- Probation workers do not know enough about NPS use to help service users into treatment and to reduce offending.

- Probation providers did not always know what was available through substance misuse services
- **The risks to children and vulnerable adults were not considered often enough**
- Confidence, knowledge and awareness were the key areas that affected the quality of work for both probation and substance misuse services.
- Prisoners were being released into the community with no information shared about their NPS use with probation or substance misuse services.

Whilst the inspection was focussed on probation services, the findings above indicate that there are gaps in areas such as specialist knowledge, working with other agencies, and information sharing – all of which have also been highlighted during this Inquiry. The Executive Summary on Pages 9 and 10 of the report give more detail on these issues.

### **Examples of good Practice**

This inspection highlighted a number of key areas of good practice in relation to tackling NPS. These are detailed below.

#### Good practice example of a coordinated approach to tackling NPS:

Northumbria Police has taken a leading role in the area's approach to dealing with concerns about NPS. A combination of police responses, collaborative working with partners and the new legislation has meant that NPS-related incidents have reduced dramatically, not only in Newcastle city centre but across Northumbria.

Work started with Operation Jakarta, conducted by the city centre neighbourhood support team in conjunction with Newcastle City Council in July 2015. Several different approaches were used, including Community Protection Notices, Closure Orders and two charges under the Intoxicating Substances (Supply) Act 1985. Subsequent work focused on providing support and safeguarding NPS users. Operation Falconry, implemented as a direct result of the Psychoactive Substances Act 2016, resulted in thousands of pounds of NPS being seized and court proceedings against suppliers. In response, NPS incidents in the city centre reduced dramatically.

#### Good practice example: the response in Manchester

The use of NPS in Manchester has been widely reported in the media. Production was often home grown, with organised crime groups sourcing liquid synthetic cannabinoid from China, sometimes via Eastern Europe, and making up their own final product by spraying the liquid onto dried leaves and bagging it up. Test purchases of NPS revealed that these samples were up to 700 times stronger than what had previously been sold in head shops: "Like swapping a pint of lager for a pint of vodka" (Dr Ralphs, senior criminology lecturer at

Manchester Metropolitan University). The true extent of the problem was unclear, owing to poor recording and knowledge gaps at the front line (health, housing, police, prisons and probation). There was also a mistaken belief that substance misuse services could not help with NPS. In response, the local authority is coordinating a multi-agency response involving public health, police, drugs agencies and children's services. The substance misuse service Change, Grow, Live (CGL) took services out into the community to where NPS use was most prevalent. It was linked with day centres and night shelters, where it had a regular presence and specifically focused on NPS use. Eighty staff benefited from training with the mental health Dual Diagnosis Liaison Service, focused on mental health interventions and strategies for responding to crises and managing risks. Police officers' main focus had been tackling supply and closing head shops where NPS were still being sold. They moved to be co-located with the neighbourhood homeless team, working together to address NPS use among street homeless. Manchester strategic partners developed workshops to deliver training and share good practice and lessons learned from the front line. Staff working in day centres, hostels, supported housing, approved premises and prisons have contributed their expertise, gained through day-to-day contact with NPS users. Greater Manchester is now using a Local Drug Information System model developed by Mike Linnell for PHE. The model has been set up for professionals to share information about drugs with other members. This could include alert notices or discussion topics around new symptoms or reactions that have emerged. It is intended to respond to immediate risk, to be a low-cost, low-maintenance multidisciplinary system that uses existing local expertise and resources.

## **6. CRIMINAL EXPLOITATION OF CHILDREN & VULNERABLE ADULTS: COUNTY LINES GUIDANCE – HOME OFFICE (JULY 2017)**

This guidance focusses on identifying and explaining how young people are exploited for county lines drug activity. Whilst County Lines is not currently a major issue in Cardiff (based on evidence received to date), it none the less highlights how vulnerable young people are targeted for drug-related activity.

Copy of the full guidance document can be found here:

<https://www.gov.uk/government/publications/criminal-exploitation-of-children-and-vulnerable-adults-county-lines>

This is a guide produced by the Home Office for frontline staff who work with children, young people and potentially vulnerable adults. The guidance sets out an explanation of what County Lines exploitation is, which Members will already be aware of and states:



*County lines is a major, cross-cutting issue involving drugs, violence, gangs, safeguarding, criminal and sexual exploitation, modern slavery, and missing persons; and the response to tackle it involves the police, the National Crime Agency, a wide range of Government departments, local government agencies and VCS (voluntary and community sector) organisations.*

*County lines activity and the associated violence, drug dealing and exploitation has a devastating impact on young people, vulnerable adults and local communities.*

This guide also sets out how county lines, like other forms of abuse and exploitation:

- can affect any child or young person (male or female) under the age of 18 years;
- can affect any vulnerable adult over the age of 18 years;
- can still be exploitation even if the activity appears consensual;
- can involve force and/or enticement-based methods of compliance and is often accompanied by violence or threats of violence;
- can be perpetrated by individuals or groups, males or females, and young people or adults; and
- is typified by some form of power imbalance in favour of those perpetrating the exploitation. Whilst age may be the most obvious, this power imbalance can also be due to a range of other factors including gender, cognitive ability, physical strength, status, and access to economic or other resources.

It also goes on to state that

- Children as young as 12 years old being exploited by gangs to courier drugs out of their local area; 15-16 years is the most common age range.
- Both males and females being exploited.
- White British children being targeted because gangs perceive they are more likely to evade police detection.
- The use of social media to make initial contact with children and young people.
- Class A drug users being targeted so that gangs can takeover their homes (known as cuckooing)

The guidance also sets out the factors that makes a young person “vulnerable”. This includes:

- Having prior experience of neglect, physical and/ or sexual abuse;
- Lack of a safe/stable home environment, now or in the past (domestic violence or parental substance misuse, mental health issues or criminality, for example);

- Social isolation or social difficulties;
- Economic vulnerability;
- Homelessness or insecure accommodation status;
- Connections with other people involved in gangs;
- Having a physical or learning disability;
- Having mental health or substance misuse issues;
- Being in care (particularly those in residential care and those with interrupted care histories)

This Guidance also sets out a case study from South Wales Police:

***At least one vulnerable female has been used by a gang from London to sexually service its members and has been subjected to sexual violence. As a result of drugs debts they attempted to kidnap her at least twice and it is believed that they have also trafficked her to London in order to pay off a debt through prostitution.***

#### **7. COUNTY LINES GANG VIOLENCE, EXPLOITATION AND DRUG SUPPLY 2016 – NATIONAL CRIME AGENCY (NOVEMBER 2016)**

This report informed the production of the guidance detailed in Paragraph 6 above and drew its information on returns from UK Police Forces. A Copy of the full report is set out here: <http://www.nationalcrimeagency.gov.uk/news/958-county-lines-drug-networks-now-a-nation-wide-issue>

In relation to this Inquiry, it gives an overview of:

- Typical County Lines Methodology
- Scope and scale of County Lines
- Gang Origins
- Common themes and characteristics
- Drug Markets and Supply
- Exploitation of children
- Links to Child Sexual Exploitation
- Violence
- Telephone Lines
- Transport

The key conclusions drawn on this study are highlighted on pages 12 and 13 of the attached document.

## **8. ENDING GANG VIOLENCE AND EXPLOITATION – HM GOVERNMENT (JANUARY 2016)**

This document sets out the 6 priorities of the new cross-government approach to ending gang violence and exploitation.

In particular, it is aimed at local areas that were involved in the Home Office ending gang and youth violence (EGYV) programme. The refreshed approach responds to the needs identified by the EGYV frontline team and its partners.

The document is also aimed at:

- local partners in policing
- local authorities
- the voluntary sector

A copy of the full report can be found here:

<https://www.gov.uk/government/publications/ending-gang-violence-and-exploitation>

This 8 page reports sets out an overview of the 6 priorities mentioned above, including:

- **Tackle county lines** – the exploitation of vulnerable people by a hard core of gang members to sell drugs
- **Protect vulnerable locations** – places where vulnerable young people can be targeted, including pupil referral units and residential children’s care homes
- **Reduce violence and knife crime** – including improving the way national and local partners use tools and powers
- **Safeguard gang-associated women and girls** – including strengthening local practices.
- **Promote early intervention** – using evidence from the Early Intervention Foundation to identify and support vulnerable children and young people (including identifying mental health problems)
- **Promote meaningful alternatives** to gangs such as education, training and employment

## INQUIRY METHODOLOGY

<p>Meeting 1 17 October 2017 Room 263C, County Hall</p>	<p><b>Setting the context</b></p> <p>To receive a context (paving) report outlining:</p> <ul style="list-style-type: none"> <li>• Overview of the UK – wide legislation relating to drugs – enforcement, sentencing, penalties</li> <li>• Overview of drug-related activities in the UK- scale of the issue</li> <li>• UK Government Drug Strategy 2017</li> <li>• Welsh Government Drug Strategies and Initiatives</li> <li>• Cardiff Strategic and operational arrangements, data, on drug related crime rates, local media articles</li> <li>• Some examples from other parts of the UK in tackling drug related crime</li> </ul> <p>Members to discuss and agree:</p> <ul style="list-style-type: none"> <li>• Arrangements for undertaking the inquiry: <ul style="list-style-type: none"> <li>○ Election of Chairperson to lead the inquiry</li> <li>○ Timescales</li> <li>○ Number of meetings</li> </ul> </li> <li>• What the Task Group ultimately wants to achieve from the inquiry: <ul style="list-style-type: none"> <li>○ Terms of Reference</li> <li>○ Scope of the inquiry</li> </ul> </li> <li>• Potential Witnesses</li> <li>• Potential Research</li> </ul>
<p>Meeting 2 25 October 2017 Room 263C, County Hall</p>	<p><b>Planning meeting</b> - to deliberate what has considered to date and the next steps in the investigation</p> <p>Steph Kendrick-Doyle, Community Safety Manager will be in attendance at this meeting to set the context in Cardiff, including the work of the council and its partners, the role of the PSB and some data/information on the landscape in Cardiff.</p>
<p>Meeting 3 12 January 2018 Room 263C, County Hall</p>	<p><b>Planning meeting</b> – to agree updated Scope, Terms of Reference and the draft questionnaires/ surveys</p> <p>The Task Group were presented with South Wales Police data of recorded drug crime amongst those aged between 11 and 24 in Cardiff from 2014 until 2017. The group were also updated on witnesses confirmed for forthcoming meetings.</p>

<p>Meeting 4 19 January 2018 Function Room A, City Hall</p>	<p><b>Evidence gathering “Round Table” Discussions with:</b></p> <ul style="list-style-type: none"> <li>• <b>Simon Morris</b>, Achievement Leader (Youth Support)</li> <li>• <b>James Healan</b>, Team Leader (Youth Service)</li> <li>• <b>Stephen McCambridge</b>, Senior Youth Worker (Lifelong Learning)</li> <li>• <b>Lee Dutton</b>, Senior Caseworker, St Giles Trust Cymru</li> <li>• <b>Rebecca Miller</b>, County Lines Caseworker, St Giles Trust Cymru</li> <li>• <b>Alun Evans</b>, Behaviour Manager at Fitzalan High School</li> <li>• <b>Tom Bailey</b>, Behaviour Team at Fitzalan High School</li> </ul>
<p>Meeting 5 23 January 2018 Function Room A, City Hall</p>	<p><b>Evidence gathering “Round Table” Discussions with:</b></p> <ul style="list-style-type: none"> <li>• <b>Aimee Bamford</b>, Cardiff Probation Office</li> <li>• <b>Louise Bassett</b>, Team Leader, Housing &amp; Communities, Cardiff Council</li> <li>• <b>Ellen Curtis</b>, OM, Landlord Services, Cardiff Council</li> <li>• <b>Ben Davies</b>, Substance Misuse Project Manager, Cardiff &amp; Vale University Health Board</li> <li>• <b>Inspector Gary Evans</b>, South Wales Police</li> <li>• <b>Dan Jones</b>, OM, Children’s Services, Cardiff Council</li> <li>• <b>Chief Inspector Joe Jones</b>, South Wales Police</li> <li>• <b>Steph Kendrick-Doyle</b>, Community Safety Manager, Cardiff Council</li> <li>• <b>Sian Kirby</b>, Tenancy Manager, Landlord Services, Cardiff Council</li> <li>• <b>Joe Reay</b>, Head of Performance &amp; Partnerships, Cardiff Council</li> </ul>
<p>Meeting 6 20 February 2018 Room 263C, County Hall</p>	<ul style="list-style-type: none"> <li>• To review evidence received to date and any written evidence</li> <li>• Receive update on surveys/ questionnaires</li> <li>• To discuss emerging themes</li> <li>• To identify gaps/ further work needed</li> </ul>
<p>Meeting 7 16 April 2018 Meeting Room D City Hall</p>	<p><b>Evidence gathering “Round Table” Discussions with community representatives:</b></p> <ul style="list-style-type: none"> <li>• Lyn Eynon</li> <li>• Ayan Hersi</li> <li>• Intisar Ibrahim</li> <li>• Adam Ismail</li> <li>• Layla Saeed</li> <li>• Hussein Samater</li> <li>• Sara Omar</li> <li>• Debbie Wilson</li> <li>• Tom Wilson.</li> </ul> <p><b>Drugs Survey – Findings</b></p> <p><b>Review of studies on Young People’s Attitudes to Drugs –</b></p> <ul style="list-style-type: none"> <li>• NHS Digital “<i>Smoking, Drinking And Drug Use Among Young People England: 2016</i>”.</li> </ul>

- “Give Us A Chance” – Barnardos
- Youth Attitudes On Drugs - European Commission/Gallup (2011)

**Review of studies into the exploitation of children & young people in drug-related activity**

- *Intervening early to prevent gang and youth violence: The Role of Primary Schools* – Early Intervention Foundation (March 2018)
- *New Psychoactive Substances: the response by Probation and substance misuse services in the community in England* – HM Inspectorate of Probation and the Care Quality Commission (November 2017)
- *Criminal Exploitation of children & Vulnerable Adults: County Lines Guidance* – Home Office (July 2017)
- *County Lines Gang Violence, Exploitation and Drug Supply 2016* – National Crime Agency (November 2016)
- *Ending Gang Violence and Exploitation* – HM Government (January 2016)

**Community Survey**

As part of the Inquiry, Members were keen to hear from people in the community who may be affected by drug dealing in their area, and to gain a snapshot of people’s feelings on what may drive young people to get involved in drugs. Members agreed that it should also include gaining views on how people in the community feel about how the “authorities” are dealing with the issue; and what could be done to tackle the problem going forward.

**METHODOLOGY**

Members of the Inquiry Group agreed than an online survey be developed and circulated to networks identified by individual Members, supported by social media coverage by the Council’s Communications Team.

The survey was developed and agreed by Members, using SNAP Survey software. The survey was uploaded onto the Cardiff Council website, and links to the survey (in English and Welsh) were circulated to Members for distribution.

In addition, the Chair of the Inquiry Group requested 200 hard copies be circulated to community buildings to encourage further take up of responses.

The survey was open from the 7<sup>th</sup> to the 23<sup>rd</sup> March 2018. **In total, 413 responses were received.**

## BIBLIOGRAPHY

- Overview of UK- wide legislation relating to drugs – enforcement, sentencing, penalties
  - The Misuse of Drugs Act 1971
  - Psychoactive Substances Act 2016
  - The Medicines Act 1968
  - Customs and Excise Management Act 1979
  - Road Traffic Act 1972
  - Drug Trafficking Act 1994
  - Crime and Disorder Act 1998
- Written evidence submitted by former drug dealer Pastor Brian Morris who was jailed for 12 years for smuggling cocaine.
- Media coverage- to be detailed in draft report
- HM Government Drug Strategy (July 2017)
- Working Together to Reduce Harm: The Substance Misuse Strategy for Wales 2008-18
- Criminal Exploitation of children and vulnerable adults: County Lines guidance. (Home Office, July 2017)
- Injunctions to Prevent Gang-Related Violence and Gang-Related Drug Dealing - A Practitioners' Guide. (Home Office, May 2016)
- Statutory Guidance: Injunctions to Prevent Gang-Related Violence and Gang-Related Drug Dealing. (Home Office, May 2016)
- Ending gang violence and exploitation. (Home Office, January 2016)
- NHS Digital "*Smoking, Drinking And Drug Use Among Young People England: 2016*".
- "Give Us A Chance" – Barnardos
- Youth Attitudes On Drugs - European Commission/Gallup (2011)
- *Intervening early to prevent gang and youth violence: The Role of Primary Schools* – Early Intervention Foundation (March 2018)

- *New Psychoactive Substances: the response by Probation and substance misuse services in the community in England* – HM Inspectorate of Probation and the Care Quality Commission (November 2017)
- *County Lines Gang Violence, Exploitation and Drug Supply 2016* – National Crime Agency (November 2016)

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## **LEGAL IMPLICATIONS**

The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. Any report with recommendations for decision that goes to Executive/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**

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.

# JOINT CYPSC/CASSC INQUIRY – DRUGS

## TASK & FINISH GROUP



Councillor Lee Bridgeman – Chair  
CYPSC



Councillor Mary McGarry – Chair  
CASSC



Councillor Saeed Ebbrahim – Butetown Ward  
Member – *Inquiry Chairperson*



Councillor Mike Phillips – CYPSC  
Member



Councillor Kathryn Kelloway – CASSC  
Member



Councillor Kanaya Singh – CYPSC Member



Councillor Ashley Lister – Grangetown Ward Member

## **CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE**

### **TERMS OF REFERENCE**

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 children and young people, including the following:

- School Improvement
- Schools Organisation
- School Support Services
- Education, Welfare and Inclusion
- Early Years Development
- Special Educational Needs
- Governor Services
- Children's Social Services
- Children and Young Peoples Partnership
- Youth Services and Justice
- Play Services

To assess the impact of partnerships with and resources and services provided by external organisations including the Welsh Government, Welsh Government, Sponsored Public Bodies and quasi-departmental non-governmental bodies on the effectiveness of the Council's service delivery.

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

## **COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE**

### **TERMS OF REFERENCE**

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.

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## APPENDIX 1:

### **Email to Task Group containing response from former drug dealer, Pastor Brian Morris. It was received by Scrutiny Services on January 12, 2018.**

Dear Councillor,

I've been in touch with a former drug dealer in order to gather evidence for your Task Group. Pastor Brian Morris was jailed for 12 years for smuggling cocaine – more information here: <http://www.bbc.co.uk/news/uk-wales-south-east-wales-14554527> . He's currently too unwell to attend a meeting but he's answered my questions which I send for your information.

#### **What led you to become involved with drugs?**

I was aged 16 in December 1969 and had left school aged 15 about 6 months before. Flower power and the hippy scene were well established and my friends and I listened to Jimi Hendrix and Fleetwood Mac. We started attending the first British pop festivals in 1969 and 1970 in Bath, Shepton Mallet and the Isle of Wight. Drugs were the new fashion with the hippy movement and we were excited to smoke weed and take LSD. We all felt it was the cool thing to do. But little did we know it was a slippery slope to a wrecked life.

#### **What would you say are the main reasons why people become drug dealers and continue to operate in this way?**

The main reasons why many people start dealing in drugs is because they are themselves addicted. There becomes a need for more money to support the addiction and dealing is an easy step to get your own regular supply and to have extra money as well.

### **What is the most effective way of tackling community drug dealing?**

The most effective way of helping to understand community drug dealing is to talk to those involved and try to see things from their point of view. Drugs are used by most people in society illegal and legal including alcohol. Addiction comes in many forms. Illegal drugs are not more evil than alcohol or legal drugs. Regular meetings to discuss ways of kicking habits and addictions can be effective in leading to solutions.

### **How should the Police combat County Line crime?**

Police should not treat illegal drugs as worse than alcohol and legal drugs and not use swat teams as if they are catching terrorists. Illegal drugs should be legalised in order to have more control over them with taxes and health warnings.

### **What role, if any, should education play?**

All children should be taught about the dangers of all drugs and alcohol and be shown graphic images of what can happen to a person who is addicted to a substance. This should include pictures of the lungs of smokers. Lessons on what can happen if you do this or that...

### **What are the tell-tale signs that someone is getting involved with drugs?**

Dishevelled and unkempt physical appearance, twitchy nervousness and constant itching, loud talking, blotchy skin and weight loss are all signs of drug or alcohol addiction.

### **What are the most effective safeguards that can be introduced at community level?**

Education, Education, Education. Graphic pictures and classes that invite ex dealers, addicts to speak of their experiences are a great way of communicating awareness of the dangers of getting addicted to any substance.

I hope that this written evidence is useful and broadens understanding of some of the issues around drug-related crime.

Scrutiny Services, Cardiff County Council  
County Hall, Atlantic Wharf, Cardiff CF10 4UW  
Tel: 029 2087 2296 Fax: 029 2087 2579  
Email: [scrutinyviewpoints@cardiff.gov.uk](mailto:scrutinyviewpoints@cardiff.gov.uk)



**CYNGOR CAERDYDD**

**CARDIFF COUNCIL**

**COMMUNITY AND ADULT SERVICES SCRUTINY COMMITTEE**

**5 DECEMBER 2018**

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**COMMITTEE BUSINESS REPORT**

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**Background**

1. This report sets out a summary of the Committee's business since the last meeting. This includes:
  - A response from Councillor Thorne re the Voids issue considered by CASSC in October 2018 - **Appendix A**;
  - A response from Geraint Rees, Equality & Human Rights Commissioners Office re the Housing Toolkit issue considered by CASSC in October 2018 – **Appendix B**;
  - An updated Work Programme 2018/19 attached as **Appendix C**;
  - CASSC Forward Work Programme January – April 2019, attached at **Appendix D**;
  - Inquiries/Task & Finish Groups
  - CASSC Performance Panel
  
2. This report also calls on Members to agree the Committee's Forward Work Programme for the period January – April 2019, which will be published on the Council's website.

## Correspondence update

3. Attached at **Appendix A** is a response from Councillor Thorne regarding the Committee's letter on Voids.
4. Attached at **Appendix B** is a response from Geraint Rees, Equality & Human Rights Commissioners Office re the Housing Toolkit issue considered by CASSC in October 2018.

## Work Programme 2018/19

5. Attached as **Appendix C** is the latest version of the CASSC Work Programme for Members' information. Since the last meeting, the following changes have been made:
  - Members have received a written briefing on "The Impact of Universal Credit on Rent Arrears". The Chair requested that this issue be considered by the Committee as a matter of urgency, and it is being considered at this meeting;
  - The Wales Audit Office informed the Council that they have completed a review of Cardiff Council on the Wales Housing Quality Standard and "service user perspective" report and requested that this be considered by this Committee within the earliest opportunity. It will be considered by CASSC in January 2019.
  - The remainder of the January CASSC meeting be dedicated to considering Homelessness issues – to include external witnesses. This is currently being developed;
  - The Older Persons Accommodation Strategy will now be considered by Cabinet in March (originally scheduled for December 2018), so this Item will

be considered then, along with a wider scrutiny of care homes (to include input from Care Inspectorate Wales);

- “Closer to Home”/Out of County Adult College Placements is now the Committee’s Inquiry, commencing early 2019.

### **CASSC Forward Work Programme**

6. At the last CASSC meeting, Members were informed that the Head of Democratic Services introduced the publication of the Committee’s “Forward Work Plan” (FWP) on the Council’s internet site. The next FWP published will cover the period January 2019 – April 2019, and at this meeting, Members are asked to consider the information set out in **Appendix D** and agree for this to be published.

### **CASSC Inquiries/Task & Finish Activity**

#### “Closer To Home”/ Out of County Adult College Placements

7. At the last meeting of this Scrutiny Committee, Members agreed that this issue be taken forward as the Committee’s Inquiry for 2018/19. Councillors McGarry, Lent, Goddard and Molik agreed to be Members of the Task & Finish Group. Arrangements will be put in place within the next month to take forward the issue, including developing the Terms of Reference.
8. Also at the last meeting, Members also received an overview of the forthcoming **Learning Disabilities Commissioning Strategy for Cardiff and the Vale of Glamorgan**, which will be considered by this Scrutiny Committee during the Spring of 2019. Members may wish to take the opportunity to feed into this strategy through the Inquiry and inform the development of the Strategy through its work.

## **CASSC Performance Panel**

9. Members of the Performance Panel met on the 22 November 2018 to consider Q2 Performance and the month 6 budget report. Overall, the Panel were satisfied with both the budget position for Adult Services and Q2 results. The Panel has raised a query in relation to PI 18 - **the % of adult protection enquiries completed within 7 working days**. This had been flagged as a “red” result in Q1 (Actual - 88.7%/Target - 99%) and an overdue result in Q2. Panel Members will report back on this PI in due course.

## **Way Forward**

10. During the meeting, Members may wish to:
  - Reflect on the correspondence responses, attached at **Appendices A and B**;
  - Note the updated Work Programme attached at **Appendix C**;
  - Agree the contents of the FWP attached at **Appendix D**;
  - Note progress in relation to Inquiries; and
  - Note progress in relation to the Performance Panel.

## **Legal Implications**

11. 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**

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

## **RECOMMENDATIONS**

The Committee is recommended to:

- i. Reflect on the correspondence responses, attached at **Appendices A and B**;
- ii. Note the updated Work Programme attached at **Appendix C**;
- iii. Agree the contents of the FWP attached at **Appendix D**;
- iv. Note progress in relation to Inquiries; and
- v. Note progress in relation to the Performance Panel.

**DAVINA FIORE**

**Director of Governance and Legal Services**

**28 November 2018**

Mae'r dudalen hon yn wag yn fwriadol

Fy Nghyf / My Ref: CM40444  
Dyddiad / Date: 19th Nov 2018



Neuadd y Sir  
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Councillor Mary McGarry  
E-Mail

Annwyl/Dear Mary,

### **CASC; Voids Management**

Thank you for your letter dated 15 October 2018 regarding the issues with void property management under the new Building Maintenance Framework. I can confirm the following in response to your comments:

#### **Development of an in house provision**

I share your frustration in terms of the problems and challenges of delivering void works through contractors and note your support of in-house provision. As stated during the Committee meeting a start has been made towards delivering work in-house. A new team of directly employed operatives has been established to take forward smaller works and a business case is currently being drafted for the establishment of a larger team to deliver more extensive works. I would be happy to report to a future committee on progress with this.

As you are aware, officers visited Swansea council as part of the voids project and have learnt from this visit. Please find attached in **Appendix 1** the contact details of officers in Swansea so that the Committee can arrange a visit. I would note however that, in the Swansea model, far less works are carried out while the properties are void than is currently the case in Cardiff and this will need to be considered in any future delivery proposals.

#### **Void Rent Loss**

As at 5<sup>th</sup> November 2018 the rent loss totalled £619,812. This equates to 1.45% of the current rent debit and at present is within the set performance indicator.

#### **Performance of Outgoing Contractor**

I note your concerns that the outgoing contractor Ian Williams did not honour the works and that this could have been foreseen.

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

Swyddfa Cymorth Y Cabinet / Cabinet Support Office, Ystafell / Room 518, Neuadd y Sir / County Hall  
Glanfa'r Iwerydd / Atlantic Wharf, Caerdydd/Cardiff, CF10 4UW  
Ffon / Tel: (029) 2087

#### **GWEITHIO DROS GAERDYDD, GWEITHIO DROSOCH CHI**

Mae'r Cyngor yn croesawu gohebiaeth yn Gymraeg, Saesneg neu'n ddwyieithog. Byddwn yn cyfathrebu â chi yn ôl eich dewis, dim ond i chi roi gwybod i ni pa un sydd well gennych. Ni fydd gohebu yn Gymraeg yn arwain at oedi.

#### **WORKING FOR CARDIFF, WORKING FOR YOU**

The Council welcomes correspondence in Welsh, English or bilingually. We will ensure that we communicate with you in the language of your choice, as long as you let us know which you prefer. Corresponding in Welsh will not lead to delay.

The contract with Ian Williams did require that they continue to fulfil their obligations until the date of expiry of the contract. In reality their workforce started to leave them to work for other contractors and they were unable to supply enough skilled workers to complete the properties. While this was foreseen as a potential risk, unfortunately there was little that could have been done to mitigate this.

The new void contract which is being procured will have a contract length of 2 years with the option to extend for a further 2 years. Therefore, it will overlap with the existing contract. This together with the in house team should reduce the impact of any transition to future contracts.

### **Screening process for new contractors**

I note the Committee's concern that there was insufficient screening of new contractors to ensure their financial viability. A full assessment of financial viability of the contractors was undertaken by the Council's Financial Services section at the Pre-Qualification Questionnaire stage and all contractors met the set requirements before being invited to tender.

The issue that arose was with the tendered rates submitted by R&M Williams, which the contractor stated were not sufficient to carry out the works. As with all the bidders R&M Williams had all the information necessary to make an informed bid for the works.

As explained in the Committee meeting, R&M Williams alleged that due diligence was not carried out by the Council to check that their bid was not under-priced. This was not the case, proper checks were carried out and this was eventually accepted by R&M Williams.

As part of the procurement process the schedule of rates/prices for each of the bidders were reviewed. A "basket of works", comprised of a sample of the most common orders for void works, was put together and costed using their proposed rates. This process it did not highlight any issues with the costs being proposed for any of the bidders.

It is worth noting that R&M Williams were not the lowest priced bidder for the voids works. The contractor with the lowest prices overall continues to work for Cardiff Council and are assisting with taking additional void properties from the backlog and is not reporting any issues with the financial viability of the contract.

### **Penalties to prevent contractors to pulling out of contracts**

The contract with R&M William did allow them to withdraw from the contract provided they gave a set amount of notice, in this case 2 months, which they did adhere to, although they were gearing down during that period. In theory this gave time to reallocate the work to the remaining contractors; unfortunately only one contractor was willing to take on this additional work.

General legal opinion is that, if the Council has an option to withdraw from a contract then the contractor should have a similar option. Having said that further consideration will be given to lengthening the notice period required in future contracts, to increase the time available to reallocate work.



## **Clarity of the amount of works for which contractors will be responsible**

The tender pack for the Building Maintenance Framework included as much detail as possible about the nature and amount of the void works. The number of voids for the previous 3 years was provided and it was clearly explained that there would be peaks and troughs within the work stream as it is not possible to predict a fixed number of void properties each month.

Planning for void works is particularly difficult because not only does the number of properties vary but also the works required within each property also varies significantly. It is because of this difficulty in predicting the works that the decision was made to contract for voids alongside smaller planned works, allowing them to have a larger workforce. For this to be successful however contractors have to be able to use their workforce flexibly across different types of works and this is not always the case.

## **Awarding of contracts once the contractor is already geared up**

I completely understand the Committee's frustration about the amount of time it takes a contractor to gear up following contract award; however it is normal practice to allow an implementation period, usually of 3 months.

Unfortunately, it is not feasible for a contractor to have geared up prior to contract award. This would require all the bidders who submitted a tender to have already employed up to 40 operatives, purchased vans, equipment and stock on the basis that they may win the tender. Also TUPE rights also need to be considered with some operatives transferring from the outgoing to the new contractors. Although some TUPE information is provided as part of the tender pack, the bidders could not be sure at the time they submitted the tender how many operatives would be filled via TUPE and how many they would need to employ.

Once the contract has been awarded and TUPE issues have been resolved it is necessary to recruit the workforce, with the current demand for tradespeople this has also been challenging leading to delays in full implementation.

In the same way, a bidder could not be expected to commit to subcontractors or supply chain until the contract is awarded, it would be unreasonable to ask this level of commitment at the Tender stage.

## **Implementation of penalties**

Officers have delayed the implementation of penalties due to the very real risk of a further contractor pulling out of the Framework and the difficulties that this would pose. I appreciate that this cannot continue indefinitely and contingency arrangements are being put in place to manage any issues once the penalties have been applied.

## Monthly breakdown of voids / Quarterly updates

A monthly breakdown of voids over the past 12 months is provided below as requested.


New Voids in Month 2017/18	April	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	March	Total
	75	57	50	69	58	51	81	51	50	47	59	80	728

New Voids in Month 2018/19	April	May	June	July	Aug	Sept	Oct	Total YTD
	83	63	55	78	73	62	89	503

Officers would be happy to report on progress quarterly. It is proposed that the first update is provided in January 2019.

I trust the information provide in this letter is of assistance.

Yn gywir  
Yours sincerely

  
Councillor / Y Cynghorydd Lynda Thorne  
Cabinet Member for Housing & Communities  
Aelod Cabinet dros Dai a Chymunedau

**Appendix 1:**

Contact details for Nigel Williams, manager of voids and responsive repairs in Swansea:

[Nigel.Williams@swansea.gov.uk](mailto:Nigel.Williams@swansea.gov.uk)



Cllr Mary McGarry  
Cardiff Council  
Chair of the Community and Adult Services Scrutiny Committee

Your Ref: Scrutiny/Correspondence/Cllr McGarry

20 November 2018

Dear Cllr McGarry

**Re: Community and Adult Services Scrutiny Committee – 10 October Equality and Human Rights Toolkit for Councillors on Accessible Housing**

I am writing in response to your letter of 15 October and the questions raised by Committee Members.

First, I would like to thank you for the invitation to speak with the Committee. We were pleased to present the Commission's work on Housing and Disabled People and to share with the Committee the toolkit for Councillors that we developed in partnership with Tai Pawb. The toolkit is published and can be found at the following link on our website. I would be grateful if you could share with your colleague on the Scrutiny Committee.

<https://www.equalityhumanrights.com/en/publication-download/housing-and-disabled-people-toolkit-local-authorities-wales>

Please find below our response to the two queries raised by Committee Members.

In response to the query on the objectiveness of the reports data. Our report cites evidence from the Office for National Statistics (ONS) that 26% of people in Wales identify themselves as disabled. The ONS is considered a reliable source for evidence, and is it standard practice in such data collection for respondents to self-identify their characteristics (such as whether they consider themselves disabled).

In order to effectively plan housing and housing service provision, local authorities should have an understanding of disabled people living in their area, and data on the proportion of people living locally who identify as disabled would be one part of this picture.

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Bydd y Comisiwn yn croesawu gohebiaeth yn y Gymraeg a'r Saesneg.

The Commission welcomes correspondence in Welsh or English.

Bloc 1, Cainc D, Adeiladau Llywodraeth, Heol Santes Agnes, Caerdydd, CF14 4YJ

Block 1, Spur D, Government Buildings, St Agnes Road, Cardiff, CF14 4YJ

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We found that 20% of local authorities in Wales consider the availability and usefulness of their disability data to be poor. Our toolkit for local authorities recommends using multiple sources of data to estimate the likely need for accessible housing, for example, population estimates alongside interviews with sample households, statistics on Blue Badge holders or other relevant local schemes, the local rate of disability-related benefits uptake, and data from local health and social care services.

In relation to the query on the extent of engagement on the toolkit. I can confirm that in development of the toolkit we engaged with a wide range of groups and professionals including:

- 134 responses to an online survey including Elected Members, Occupational Therapists and Housing professionals
- 17 interviews including Local Authority and Housing Association Officers; Occupational Therapist; Welsh Local Government, Wales Audit Office, Welsh Government Officials
- Conducted a Focus Group with 4 different disability groups represented, one Local Authority Access Officer and one Access Group representative
- Engagement with the Cardiff Council Community and Adult Services Scrutiny Committee
- Consulted with a disabled social housing tenants network

I hope you find that information useful. We would be pleased to answer any further questions the Committee has and would be happy to continue our engagement.

Yours sincerely,

**Geraint Rees**

Senior Associate, Wales

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Bydd y Comisiwn yn croesawu gohebiaeth yn y Gymraeg a'r Saesneg.

The Commission welcomes correspondence in Welsh or English.

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**CASSC WORK PROGRAMME 2018/19**

	05/09/2018	10/10/2018	07/11/2018	05/12/2018	09/01/2019	18/02/2019	06/03/2019	03/04/2019	01/05/2019	05/06/2019	03/07/2019	TBA - CYPSC/ CASSC Joint Committee
<b>Committee Item 1</b>	Domiciliary Care Provision in Cardiff - <b><u>pre-decision</u></b>	Regulation & Inspection of Social Care (Wales) Act 2016 - <b><u>Briefing</u></b>	Community Health Services Review - <b><u>12 month Update/Briefing</u></b>	Homelessness Review and Strategy 2018-22 - <b><u>pre-decision</u></b>	WAO Report - WHQS/service user perspective report - Cardiff Council - <b><u>Performance Review</u></b>	Corporate Plan	HRA Business Plan 2019/20	Communities & Housing DDP 19/20	Community Well-being Hubs Programme - <b><u>12 month update</u></b>	How the Council engages with Housing Associations - <b><u>Briefing</u></b>		Local Authority Social Services Annual report 2018/19
<b>Committee Item 2</b>	Cardiff & Vale Regional Partnership Board 2017/18 Annual report	Equality and Human Rights Toolkit for Councillors on Accessible Housing - Tai Pawb <b><u>Briefing</u></b>	Committee Business - <b><u>Review</u></b>	Preventing Young People's Involvement in Drug Dealing - <b><u>Inquiry Report</u></b>	Rest of meeting dedicated to <b><u>Homelessness</u></b> issues, including an update on the Rough Sleepers Strategy - to include external witnesses	2019/20 Budget	Cardiff & Vale of Glamorgan Area Plan for Care & Support Needs 2018-23 - <b><u>Update/Briefing/Review</u></b>	Learning Disabilities Commissioning Strategy - <b><u>pre-decision</u></b>	Social Services DDP 19/20			
<b>Committee Item 3</b>	CASSC Work Programme 2018/19	Council Housing Voids and Repairs - <b><u>Performance Review</u></b>		Committee Business - Forward Work Programme - <b><u>Review</u></b>			Older Persons Accommodation Strategy 2018-23 - <b><u>pre-decision</u></b>					
<b>Committee Item 4</b>							Care Home Strategy/Nursing Homes in Cardiff - <b><u>Briefing</u></b>					
<b>Committee Item 5</b>												
<b>Inquiries</b>							"Closer To Home"/ Out of County Adult Placements					

	05/09/2018	10/10/2018	07/11/2018	05/12/2018	09/01/2019	18/02/2019	06/03/2019	03/04/2019	01/05/2019	05/06/2019	03/07/2019	TBA - CYPSC/
<b>Performance Panel</b>	2018/19 Quarter 1 Performance & Budget			2018/19 Quarter 2 Performance & Budget			2018/19 Quarter 3 Performance & Budget			2018/19 Quarter 4 Performance & Budget		
<b>Performance Panel</b>					DToC - Performance Measures							
<b>Briefs/Reports/ Updates outside of Committee</b>	Council Housing Voids and Repairs - <b><u>Performance Review</u></b>	"A Healthier Wales" - Parliamentary Review of Health & Social Care in Wales - <b><u>Briefing</u></b>	Cardiff & Vale Dementia Strategy 2017-27 - 12 month <b><u>Update/ Briefing</u></b>	Voids Management - <b><u>Quarterly Update</u></b>			Voids Management - <b><u>Quarterly Update</u></b>	Locality Based Working and Community Inclusion - <b><u>Briefing</u></b>		Voids Management - <b><u>Quarterly Update</u></b>		
<b>Briefs/Reports/ Updates outside of Committee</b>			Single Licensing Enforcement Policy/Rent Smart Wales - <b><u>Update/ Briefing</u></b>	Safety Checks in High Rise Properties - <b><u>Update/ Briefing</u></b>	Regulation & Inspection of Social Care (Wales) Act 2016 - <b><u>Quarterly Update</u></b>			Regulation & Inspection of Social Care (Wales) Act 2016 - <b><u>Quarterly Update</u></b>	Supported Living Services for people with a disability - Out of County Placements - <b><u>Briefing</u></b>		Regulation & Inspection of Social Care (Wales) Act 2016 - <b><u>Quarterly Update</u></b>	
<b>Briefs/Reports/ Updates outside of Committee</b>			Impact of Universal Credit on Rent Arrears - <b><u>Briefing</u></b>									
<b>Cabinet Dates</b>	20-Sep	11-Oct	15-Nov	13-Dec	24-Jan	21-Feb	21-Mar	11-Apr	16-May	13-Jun	11-Jul	11-Jul



# COMMUNITY & ADULT SERVICES COMMITTEE – FORWARD WORK PROGRAMME

January – April 2019

If you would like to share your experiences or views regarding the items being considered please contact:

[Scrutinyviewpoints@cardiff.gov.uk](mailto:Scrutinyviewpoints@cardiff.gov.uk)

Title and Description of Report	Invitees	Contact Officer
<b>Meeting Date: 9 January 2019</b>		
<p><b>Wales Audit Office – Wales Housing Quality Standard / Service User Perspective report</b></p> <p>WAO have completed a review of Cardiff Council in relation to the Wales Housing Quality Standard and Service User Perspective. The Committee will receive and undertake a Performance Review of the WAO Report</p>	<ul style="list-style-type: none"> <li>• Wales Audit Office</li> <li>• Cabinet Member, Communities &amp; Housing</li> <li>• Corporate Director, People &amp; Communities</li> <li>• Assistant Director, Communities &amp; Housing</li> </ul>	<p>Principal Scrutiny Officer Alison Jones</p> <p><a href="mailto:Alison.Jones4@cardiff.gov.uk">Alison.Jones4@cardiff.gov.uk</a></p>
<p><b>Homelessness/Rough Sleepers</b></p> <p>The Committee will undertake a review of the Rough Sleepers Strategy, winter arrangements for the homeless/rough sleepers and aim to establish whether the current arrangements are fit for purpose.</p>	<ul style="list-style-type: none"> <li>• Service Providers</li> <li>• Service Users via intelligence from service providers</li> <li>• Cabinet Member, Communities &amp; Housing</li> <li>• Corporate Director, People &amp; Communities</li> <li>• Assistant Director, Communities &amp; Housing</li> </ul>	<p>Principal Scrutiny Officer Alison Jones</p> <p><a href="mailto:Alison.Jones4@cardiff.gov.uk">Alison.Jones4@cardiff.gov.uk</a></p>

Title and Description of Report	Invitees	Contact Officer
<b>Meeting Date: 18 February 2019</b>		
<p><b>Draft Corporate Plan 2019–2022 and 2019-20 Draft Budget Proposals</b></p> <p>To scrutinise those sections of the Council’s draft Corporate Plan and draft Budget Proposals that relate to the portfolios and service areas that fall within the remit of this Committee, prior to it being considered by Cabinet</p>	<ul style="list-style-type: none"> <li>• Cabinet Member, Communities &amp; Housing</li> <li>• Cabinet Member, Health, Social Care and Well being</li> <li>• Corporate Director, People &amp; Communities</li> <li>• Corporate Director, Resources</li> <li>• Director of Social Services</li> <li>• Assistant Director, Communities &amp; Housing</li> <li>• Head of Finance</li> </ul>	<p>Principal Scrutiny Officer Alison Jones</p> <p><a href="mailto:Alison.Jones4@cardiff.gov.uk">Alison.Jones4@cardiff.gov.uk</a></p>

Title and Description of Report	Invitees	Contact Officer
<b>Meeting Date: 6 March 2019</b>		
<p><b>Housing Revenue Account Business Plan 2019/20</b></p> <p>To carry out pre-decision scrutiny of the Housing Revenue Account (HRA) Business Plan 2019/20 prior to its consideration by the Cabinet.</p>	<ul style="list-style-type: none"> <li>• Cabinet Member, Communities &amp; Housing</li> <li>• Corporate Director, People &amp; Communities</li> <li>• Assistant Director, Communities &amp; Housing</li> </ul>	<p>Principal Scrutiny Officer Alison Jones</p> <p><a href="mailto:Alison.Jones4@cardiff.gov.uk">Alison.Jones4@cardiff.gov.uk</a></p>
<p><b>Cardiff &amp; Vale of Glamorgan Area Plan for Care &amp; Support Needs 2018-23</b></p> <p>To receive an update and undertake a performance review of the Cardiff &amp; Vale of</p>	<ul style="list-style-type: none"> <li>• Cabinet Member, Health, Social Care and Well being</li> <li>• Director of Social Services</li> <li>• Cardiff &amp; Vale Regional Partnership Board Representatives</li> <li>• Service Providers/Representatives</li> </ul>	<p>Principal Scrutiny Officer Alison Jones</p> <p><a href="mailto:Alison.Jones4@cardiff.gov.uk">Alison.Jones4@cardiff.gov.uk</a></p>

Title and Description of Report	Invitees	Contact Officer
Glamorgan Area Plan for Care & Support Needs 2018-23		
<p><b>Older Persons Accommodation Strategy 2018-23</b></p> <p>To carry out pre-decision scrutiny of Older Persons Accommodation Strategy 2018-23, prior to its consideration by the Cabinet.</p>	<ul style="list-style-type: none"> <li>• Cabinet Member, Communities &amp; Housing</li> <li>• Corporate Director, People &amp; Communities</li> <li>• Assistant Director, Communities &amp; Housing</li> </ul>	<p>Principal Scrutiny Officer Alison Jones</p> <p><a href="mailto:Alison.Jones4@cardiff.gov.uk">Alison.Jones4@cardiff.gov.uk</a></p>
<p><b>Care Home Strategy/Nursing Homes in Cardiff</b></p> <p>To receive a position statement/Briefing on care homes in Cardiff, including the development and implementation of a Care Home Strategy. All care homes in Cardiff are run by private providers</p>	<ul style="list-style-type: none"> <li>• Cabinet Member, Health, Social Care and Well being</li> <li>• Director of Social Services</li> <li>• Care Inspectorate Wales</li> </ul>	<p>Principal Scrutiny Officer Alison Jones</p> <p><a href="mailto:Alison.Jones4@cardiff.gov.uk">Alison.Jones4@cardiff.gov.uk</a></p>

Title and Description of Report	Invitees	Contact Officer
<b>Meeting Date: 3 April 2019</b>		
<p><b>Communities &amp; Housing Directorate Delivery Plan 19/20</b></p> <p>To carry out pre-decision scrutiny of Communities &amp; Housing Directorate Delivery Plan 19/20, prior to its consideration by the Cabinet.</p>	<ul style="list-style-type: none"> <li>• Cabinet Member, Communities &amp; Housing</li> <li>• Corporate Director, People &amp; Communities</li> <li>• Assistant Director, Communities &amp; Housing</li> </ul>	<p>Principal Scrutiny Officer Alison Jones</p> <p><a href="mailto:Alison.Jones4@cardiff.gov.uk">Alison.Jones4@cardiff.gov.uk</a></p>

Title and Description of Report	Invitees	Contact Officer
<p><b>Learning Disabilities Commissioning Strategy</b></p> <p>To carry out pre-decision scrutiny of Learning Disabilities Commissioning Strategy, prior to its consideration by the Cabinet. To include any findings/recommendations arising from the CASSC Inquiry into “Closer to Home/Out of County Adult Placements” Inquiry.</p>	<ul style="list-style-type: none"> <li>• Cabinet Member, Health, Social Care and Well being</li> <li>• Director of Social Services</li> </ul>	<p>Principal Scrutiny Officer Alison Jones</p> <p><a href="mailto:Alison.Jones4@cardiff.gov.uk">Alison.Jones4@cardiff.gov.uk</a></p>

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