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## AGENDA

|                                 |  |
|---------------------------------|--|
| <b>Committee</b>                | COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE  |
| <b>Date and Time of Meeting</b> | WEDNESDAY, 5 JUNE 2019, 4.30 PM  |
| <b>Venue</b>                    | COMMITTEE ROOM 4 - COUNTY HALL   |
| <b>Membership</b>               | Councillor Jenkins (Chair)<br>Councillors McGarry, Ahmed, Carter, Goddard, Naughton, Lent and Gibson |

*Time  
approx.*

**1 Appointment of Chairperson & Committee Membership** 4.30 pm

The Council at its meeting held on 23 May 2019 appointed Councillor Shaun Jenkins as Chair and the following Members to this Committee:

Councillors Ali Ahmed, Carter, Gibson, Goddard, Lent, McGarry and Naughton (1 vacancy)

**2 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

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- Adult Social Care
- Community Care Services
- Mental Health & Physical Disabilities
- 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 and health services 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.

### **3 Apologies for Absence**

To receive apologies for absence.

### **4 Declarations of Interest**

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

### **5 Minutes (Pages 5 - 12)**

To approve as a correct record the minutes of the Community & Adult Services Scrutiny Committee Meeting held on 1 May 2019.

### **6 How the Council Engages with Housing Associations (Pages 13 - 32) 4.35 pm**

To provide Members with an update on how the Council currently engages with Housing Associations.

### **7 Adult Social Services Quarter 4 Performance Report (Pages 33 - 76) 6.00 pm**

To undertake monitoring of the Council's performance on Adult Social Services, Quarter 4.

**8 Way Forward** 6.35 pm

To review the evidence and information gathered during consideration of each agenda item, agree Members comments, observations and concerns to be passed on to the relevant Cabinet Member by the Chair, and to note items for inclusion on the Committee's Forward Work Programme.

**9 Correspondence Statement (Pages 77 - 80)** 7.00 pm

For Members to consider correspondence sent and received since the last Committee meeting and receive an update on any items outstanding.

**10 Work Programming (Pages 81 - 238)** 7.05 pm

For Members to confirm agenda items for the next two consecutive Committee Meetings. Discuss the approach to developing to Committee's work programme 2019/20 and proposed schedule of meeting dates for the period July 2019- July 2020.

Members to receive an update on the Task & Finish inquiry and to confirm or amend the Committee Annual Report 2018/19 and draft report following Jan 21, 2019 Single Person Gateway Committee Meeting.

**11 Urgent Items (if any)**

**12 Date of next meeting**

The next meeting of the Community & Adult Services Scrutiny Committee is scheduled for 3 July at 4:30pm in Committee Room 4, County Hall, Cardiff.

**Davina Fiore**

**Director Governance & Legal Services**

Date: Thursday, 30 May 2019

Contact: Andrea Redmond, 02920 872434, a.redmond@cardiff.gov.uk

## **WEBCASTING**

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COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE

1 MAY 2019

Present: Councillor McGarry(Chairperson)  
Councillors Ahmed, Jenkins, Lent and Molik

83 : APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillors Carter and Goddard

84 : DECLARATIONS OF INTEREST

Councillor McGarry declared a personal interest in Item 6 as she is a member of a group who sponsors the resettlement of a refugee family.

Councillor Lent declared a personal interest in Items 5 as she has an adult son with learning disabilities. Councillor Lent also declared a personal interest in Item 6 as she is a member of a group who sponsors the resettlement of a refugee family.

85 : MINUTES

The minutes of the meeting held on 3 April 2019 were approved as a correct record and signed by the Chairperson.

86 : JOINT COMMISSIONING STRATEGY FOR ADULTS WITH A LEARNING DISABILITY (CARDIFF COUNCIL'S INPUT)

The Chairperson welcomed Councillor Susan Elsmore (Cabinet Member for Social Care, Health & Well-being); Claire Marchant (Director, Social Services); Emma Mullinder (Operational Manager - Learning Disabilities) and Denise Moriarty (Strategic Lead Planning Officer) to the meeting.

The Chairperson advised Members that this item enabled them to carry out pre-decision scrutiny on Cardiff Council's input into the Joint Commissioning Strategy for Adults with a Learning Disability. This Item will be considered by Cabinet on the 16 May. Members were further advised that this item would be considered in three parts – firstly, officers and the Cabinet Member would provide Committee with a short presentation; then witnesses from Cardiff & Vale Parents Federation and Cardiff Peoples First would be called to provide the Committee with their thoughts on the strategy which would then be followed by a question and answer session with the Cabinet Member and officers.

The Chairperson invited the Cabinet Member to make a statement in which she said that she was delighted to be able to bring such a wonderful strategy to the Committee.

Members were provided with a presentation on the Joint Commissioning Strategy for Adults with a Learning Disability, after which the Chairperson invited witnesses from Cardiff & Vale Parents Federation and Cardiff Peoples First to make their statements.

Joe Blackley stated that it was very important that people with learning disabilities get more involved in the design of strategies and hopefully become the people appointed to make the strategies available to the public.

John Cushen said that the Parent Federation had been involved in the consultation to develop this strategy for many years; he was delighted to see so many of the priorities which reflect the issues often highlighted to the Parent Federation. He added that it was refreshing to see the local authorities working together with the Health Board and that join up could only be positive. He considered that the detail in the strategy was aspirational and while he agreed with it whole heartedly, the test would be that it is all delivered.

Joanna Jones explained that she worked in the project office for the Coming Together Project at Cardiff People First; the project goes out to the local community, getting people involved, breaking isolation and using community facilities.

The Chairperson invited questions from Members;

Members asked in relation to Cardiff People First, and the collated information to inform the strategy on improving services– what were the key findings from this work and were they happy these findings have been addressed. Joe Blackley explained that information had been collated from their members and it was clear that they want to be able to access services in their community and not have to travel across the City; this was what started the Come Together Project.

Members asked what the main areas for improvement for the health of well-being for adults with Learning Disabilities and also their families and does this match the priorities covered in the strategy or are there any discrepancies. John Cushen stated that it covers the priorities that they have highlighted in the past and addresses key issues that come up time and time again; it's timely and accessible and also provides information on transition which is very helpful.

Members asked how parents feel about the care planning process and if they considered that it meets their needs. John Cushen stated that they see mixed results; they tend to stress the importance of preparing prior to assessments, to work together to obtain outcomes and what matters rather than having to fight for things.

Members asked if parents were generally in agreement with their care plans. John Cushen said it was hard to speak on behalf of all parents and the Parents federation only tends to get contacted when there are issues such as being led down a path they are not entirely happy with. The Parents Federation try to ensure that parents know what is ok to ask for and what is available for them, and to prepare for a three year lead in to transition assessment. Members asked if the strategy would address this and John Cushen explained that it would certainly help with all the information out there and this must be pushed and stressed whenever possible.

Members asked how they envisaged the strategy being implemented and whether Key Performance Indicators should be included in the future. John Cushen said they would like to see things delivered, the strategy; offers something to measure against; there are key players involved with the joint working and it's a good starting point.

With regards to how it will be monitored in the future he added that would be the test of whether or not it is working.

Members asked of this Strategy feels like a new approach with more energy. John Cushen said it seems more joined up, although some aspirations are not new, some are much higher these days and more achievable; resources and finance will be a challenge and there was a need for a fair spread of support and not just support for those who shout the loudest.

The Chairperson invited the Cabinet Member and Officers to return to the table and invited questions and comments from Members;

Members considered that the strategy was very promising and asked what happens currently and what needs to improve. Officers explained that lots of work is currently undertaken, but there was a change towards a strength based practice which was a more encompassing principle through collaborative working, what matters to people and their carer and building up from there, finding out what's available in the local community, increasing independence and also how services are commissioned. The Cabinet Member added that they work with the Cardiff Parent Federation and Cardiff People First in designing the next steps and action plan.

Members asked about the timeline for the strategy and were advised that it would be implemented this year.

Members considered that the strategy was well presented and accessible, but noted that Section 9 on implementation was very concise and asked if there was scope to build this up and integrate some action plans into the strategy itself. The Director stated that the Strategy outlined the Key Principles and was a work in progress; implementation plans need to be clear in terms of the measurement; action plans need to be co-produced. The Director added that they are already working on priorities which need to be agreed through the collaboratively partnership.

Members accepted that the Strategy was high level, but considered that it didn't touch on any detail. The Cabinet Member stated that the Strategy describes the vision and the Action Plans give the detailed information, they will form part of the Strategy as it's developed over the year; the Strategy sets the direction.

Members made reference to the Task and Finish Inquiry Recommendations and asked of the wording had been changed as a result. Officers said they took all recommendations into account; they looked at all the priorities and only changed the wording 'where appropriate'. The Cabinet Member said it was a draft Cabinet report, and the wording had been agreed at Cabinet Briefing.

Members asked what 'appropriate' means and were advised that it was when the person had been assessed and the next steps are discussed; the wording now reads 'correct pathway they want to follow'.

Members agreed that choice was important but considered that the Strategy still read like the choices provided locally were better when some people may choose to go outside of Cardiff. The Director stated that this is where the strength based approach would be helpful, having conversations early enough regarding pathways and understanding options so there was a genuine choice for people.

Members asked how often the Strategy would be reviewed/monitored and were advised that the Learning Disability planning group meets quarterly and they will have a monitoring role; wider consultation would be set up annually to see progress.

Members noted the spend in Cardiff is higher per person than in the Vale and asked why this was. Officers explained that it was difficult to split down the budget, it was divided by the number of people but there were very different needs both authorities. Members asked how resources would be shared and were advised that there would be a deep analysis to provide sustainable services that were cost effective.

Members asked why the statistic for Respite care appeared low and it was explained that it reflected block contract respite care but there would also be elements of respite care in Day Services, Domiciliary Care/Residential Care etc.; the figure isn't broken down to these levels. Members wanted to see a breakdown of this to see how many people are accessing respite care.

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.

## 87 : VULNERABLE PERSONS RESETTLEMENT SCHEME

The Chairperson welcomed Councillor Susan Elsmore (Cabinet Member for Social Care, Health & Well-being); Tom Dodsworth Regional Resettlement Coordinator and Kate Hustler Operational Manager to the meeting.

Members were advised that this item enabled them to carry out pre-decision scrutiny of the Vulnerable Persons Resettlement Scheme. This Item would be considered by Cabinet on the 16 May.

The Chairperson invited the Cabinet Member to make a statement in which she said that she was delighted to bring this to committee; in 2015 there had been a speedy decision taken to join the resettlement scheme, this decision was taken with pride and it was a necessity. It was now necessary to come back and get arrangements approved as the current scheme was only approved until the end of the month and needed to be extended. Tribute was paid to Taff Housing as the supplier provider who had done an exemplar job. Tribute was also paid to colleagues and the regular leadership group work undertaken with the Vale.

Officers outlined the key points from the report after which the Chairperson invited questions and comments from Members.

Members asked in relation to the Private Rented Sector, how properties are identified and whether there are any risk assessments undertaken in the prospective communities. Officers explained that there were two different systems in Cardiff and the Vale. Cardiff goes out to the market and Cadwyn is the lead provider of accommodation. They have a lettings section and lease properties from landlords for 3 years, Cardiff use what used to be temporary accommodation properties and then back fill these. When identifying properties, Officers look at voids, look at community cohesion, work with the police etc. They want positive integration into communities. Certain areas are not targeted, more so that they look what is available in the communities. Properties are screened and they also look at school places etc.



Members asked if this scheme added pressure to an already beyond capacity system. The Cabinet Member did not agree and said that what they have found is that the care and work that goes into sourcing properties, coordinating schooling, care etc. has been exceptional. They work quarterly with partners and have a moral duty to welcome refugees. She added it was important to celebrate what we do notwithstanding the constraints there were reasonable small numbers and they should be welcomed. Officers added that the housing used for rehoming the refugee families has had no impact on what would be used for rough sleepers, homeless people or the current waiting list as it is all from the private rented sector and not housing association stock.

Members asked if there were any concerns about the PRS reducing and landlords selling properties. The Cabinet Member noted the various community sponsorship projects and that the communities are incredibly resilient. Officers added that a housing association had recently been offered properties through the letting scheme, these properties would otherwise have been sold but some landlords are happy to be involved in the scheme.

Members sought clarification on the funding and were advised that the families are funded for the first year and then for a further five years after settlement on staggered funding, so each contract is for six years.

Members asked if the Home Office funding was certain and officers advised that the funding has been committed to five years post settlement.

Members asked if there were any risks and if so how are they mitigated. Officers said they have learned a lot of lessons and through the regular leadership groups they are able to respond quickly to trends such as expectations of what can be provided.

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.

## 88 : EXCLUSION OF THE PUBLIC

RESOLVED: that the Reports and Appendices are confidential and are not for publication by virtue of paragraphs 14 and 21 of Schedule 12a of the Local Government Act 1972. The public were excluded from the meeting for consideration of this item in accordance with the same legislation.

## 89 : COUNCIL HOUSE BUILDING STRATEGY

The Chairperson welcomed Councillor Lynda Thorne, Cabinet Member for Housing & Communities and David Jaques Housing Development Manager to the meeting.

Members were advised that this item enabled them to carry out pre-decision scrutiny of the Council House Building Strategy. This Item would be considered by Cabinet on the 16 May. Members were further advised that Appendix E of this item is

confidential so consideration of the item would be split into open and closed sessions.

The Chairperson invited the Cabinet Member to make a statement in which she said that the report was based on the presentation to Committee last month.

Officers outlined the key points from the report after which the Chairperson invited questions and comments from Members on information in the public domain. Members were reminded that the public information was the Cabinet Report and Appendices; excluding Appendix E.

Members asked where the Cardiff Design Standard had been added in and were advised that more detail was contained in paragraphs 24 and 25. It was explained however that it was the 2015 standard and needs to be updated this could then come back to committee for an overview.

Members asked whether Cabinet would be minded to approve this, bearing in mind the financial risks such as uncertainty major repair allowance grant, rent cap and substantial borrowing from HRA. The Cabinet Member considered that Cabinet would approve it; she also added that she had met with the Minister and showed her the new Council homes, she is looking at the spend across housing as well as outcomes and value for money; she had mentioned the rent levels in Wales compared to England and that Cardiff had met the WHQS standards. The Cabinet Member felt confident that the Minister was happy and that there would be a good result in the end.

Members asked for more information on Planning and were advised that more information on the pipeline of delivery and the handover schedule would be added into Appendices to the Cabinet Report and could be circulated to Committee Members; they will show what is delivered and when. It was stressed that there was always a risk that planning can hold up the process and there were other risks too such as Brexit, Costs, and Rent Cap etc. The Cabinet Member considered that the biggest of these risks was the rent cap and not being able to deliver the project.

Members asked if the target of 2000 homes and the timeline was too ambitious. Officers stated that they would circulate the timeline to Members. The Cabinet Member stated that if the factory built units in Croft Street were effective this may bring the timeline forward.

Members asked if detached factory built units would be considered. The Cabinet Member said there were no objections and there could be a need if specialist adapted homes were required but in terms of what they want to achieve and that the quality is exceptional they don't think people would be concerned with the attached houses. Detached houses are costly and could be a financial liability; there would be larger attached 3 and 4 bedroom homes.

Members asked about the cost difference of factory built units and standard built homes. Officers explained that the cost was about the same, it was the time saving that was significant; factory built units taking 20 weeks rather than 20 months.

The Chairperson invited questions and comments from Members on confidential Appendix E of which there were none.

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.

#### 90 : COMMITTEE BUSINESS

Members were advised that this report sets out a summary of the Committee's business since the last meeting, including an update on Correspondence; An updated Work Programme; Inquiries/Task & Finish Groups and CASSC Performance Panel.

Members were advised that there had been response received to the Chairs letter since the agenda pack was despatched. Members were further advised that all correspondence was published on the website.

Members discussed the forward work programme for the meeting scheduled for June. It was considered that the items; Housing Association Briefing; Annual Report and Quarter 4 Performance should be on the June Committee agenda.

Members were advised that there was an item on the Shared Regulatory Service going to Environmental Scrutiny next month; there were some areas in CASSC's remit so the Scrutiny Officer would circulate the papers and if there were any questions they could be sent to Councillor Patel who would ask them on CASSC's behalf.

Members were advised that there would be a Joint CASSC/CYP Social Services Annual Report at the end of June, Members would be updated on the date.

Members were advised that there needed to be a firm structure in place for Task and Finish and objectives set for each meeting. The next meeting would take place on 16 May 2019.

Members wished to thank Councillor McGarry for her 4 years work as Chair of CASSC.

RESOLVED: to note the report.

91 : URGENT ITEMS (IF ANY)  
None received.

#### 92 : DATE OF NEXT MEETING

The next meeting of the Community and Adult Services Scrutiny Committee is scheduled for Wednesday 5th June 2019 at 4.30pm in Committee Room 4, County Hall.

The meeting terminated at 6.50 pm

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**CYNGOR CAERDYDD  
CARDIFF COUNCIL**

**COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE**

**5 JUNE 2019**

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**HOW THE COUNCIL ENGAGES WITH HOUSING ASSOCIATIONS**

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**Reason for the Report**

1. To provide Committee Members with a briefing on how the Council currently engages with Housing Associations (HA).

**Background**

2. When considering the Committee's work programme for 2018/19, Members agreed that they would wish to undertake a piece of work around the Council's engagement and working relationship with Housing Associations with a particular focus on;
  - How the Council works with HA's around the letting of properties / waiting list
  - How the Council works with HA's on the development of new properties.
3. Representatives from the following Housing Associations have been invited to attend Committee to share their knowledge, views and perspectives of the relationship, along with possible areas for development:
  - **Cardiff Community Housing Association (CCHA)** - *Hayley Selway, CEX*
  - **Cadwyn** - *Andrew Bateson, Director of Operations and Simon Fry, Head of Investments*
  - **Hafod** – *Jas Baines, CEX*
  - **Linc Cymru** – *Scott Sanders, CEO and Louise Attwood, Executive Director*
  - **Taff Housing** – *Joshua Dowdall, Head of Housing & Communities*
  - **United Welsh** – *Richard Mann, Deputy CEX and Victoria Miller, Neighbourhood Lead*
  - **Wales & West** – *Anne Hinchey, CEX*

4. To provide Members with background information prior to the meeting, each of the HA's currently engaged with the Council were provided with an opportunity to submit written submissions. The submissions received prior to publication are attached to this report as the following Appendices:
  - **Appendix A**; CCHA
  - **Appendix B**; Cadwyn
  - **Appendix C**; Hafod
  - **Appendix D**; Linc Cymru
  - **Appendix E**; Newydd
  - **Appendix F**; United Welsh
  - **Appendix G**; Wales & West
  
5. Although written evidence has been provided by Newydd (**Appendix E**) they will not be in attendance at Committee but would welcome updates following the meeting.

### **Way Forward**

6. At this meeting, the following witnesses will be in attendance:
  - (i) Councillor Lynda Thorne, (Cabinet Member for Housing & Communities);
  - (ii) Jane Thomas, (Assistant Director, Housing & Communities);
  - (iii) David Jaques, (Housing Development Manager);
  - (iv) Members will also receive evidence from the following organisations:
    - Cardiff Community Housing Association (CCHA)
    - Cadwyn
    - Hendre
    - Linc Cymru
    - Taff Housing
    - United Welsh
    - Wales & West
  
7. At the start of this meeting, Councillor Lynda Thorne (Cabinet Member for Housing and Communities) Jane Thomas (Assistant Director for Housing &

Communities) and David Jaques (Housing Development Manager) will provide Members with an overview of the relationship, and also be invited to comment at the end of the meeting within a Q&A session.

8. Following evidence from witnesses and Q&A sessions, Members will be able to decide if they wish to feed any comments, observations or recommendations back to witnesses and to Cabinet for their consideration.

### **Legal Implications**

9. 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 the Cabinet/Council will set out any legal implications arising from those recommendations. All decision taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirements 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 taken having regard to the Council's fiduciary duty to its taxpayers; and (he) be reasonable and proper in all the circumstances.

### **Financial Implications**

10. 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. consider the information set out in this Report and subsequent Appendices;
- ii. consider the information provided by witnesses to this meeting;
- iii. decide whether it wishes to relay any comments or observations to the Cabinet and witnesses; and
- iv. decide the way forward with regard to any further scrutiny of this issue.

**Davina Fiore**

**Director of Governance & Legal Services**

**30 May 2019**



**Submission for Cardiff Council – Communities Scrutiny Committee**

**Cardiff Community Housing Association**

Thank you for allowing me to update you on the work that Cardiff Council and Cardiff Community Housing Association are jointly delivering. It is fair to say we have a strong and positive relationship with officers from a range of services across the Council.

We participate fully in the common housing register ensuring that our homes are accessed by people on the waiting list. 22% of our lettings are made to homeless individuals. We were managing the accessible housing register for the Cardiff region but recently agreed that this was transferred to the Council as part of their approach to accommodating older people and adapted properties. We continue to part fund the list with the Council and other housing associations, recognising the importance of maintaining adapted homes for people who need them.

We work well with the Housing Strategy and Regeneration Teams developing multi tenure and multi-use sites in our heartlands and consider large scale regeneration projects to be an area of expertise. The regeneration of Loudoun Square was a strategic project that delivered positive outcomes in terms of affordable housing, health services, council services and most importantly for the community. More recently Council officers and CCHA have completed Phase 1 of the Maelfa scheme in Llanedeyrn – a multi-use scheme including retail and new affordable housing. Phase 2 of the Maelfa scheme is on site.

We have built 85 private for sale homes on Schooner Way using the profits from such to deliver more affordable homes, reducing our reliance of Welsh Assembly grant.

We are currently preparing our affordable housing delivery plan for the next three years whereby we feel our current finances would allow the development of 200 affordable homes over a three year period. We are awaiting the outcome of the Ministerial Affordable Housing Review to clarify how many homes we can develop on an annual basis following our initial 3-year delivery plan.

Hayley Selway

Chief Executive

Cardiff Community Housing Association

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**Cardiff Council's Scrutiny Committee - Cadwyn's engagement with Cardiff Council**

Cardiff Council is Cadwyn's key strategic partner and we consider that generally we have a very good relationship with all the parts of the Authority that we deal with. We are a diverse organisation and interface with many parts of the Council on a day to day basis including:

- Housing Options
- Housing Benefit
- Housing Strategy
- Community Safety
- Support
- Housing Development
- Grants

**What is working well:**

- The HUBs – these are a great resource for our residents
- C2C and Housing Benefit
- Housing Strategy Team- The relationship with team is very good. Always helpful with queries and quick to respond. Regular RSL meetings with opportunity to input into the agenda. Good partnership working especially for initiatives such as Training Tenancies and Local Lettings Policies.
- New build programmes – particularly package deals, partnership working and innovative programmes like the containers.
- Grant investment in NuLife – we are very grateful for the support as this scheme provides volunteering, recycling and enabling tenants to access basic furniture and white goods.
- Commitment to tackling furniture poverty through referral voucher scheme (particularly relevant when it comes to Temporary Accommodation move-ons)
- Syrian Refugee scheme
- SHG allocation and management works very well, the LA manage the programme extremely well and spread the grant across many schemes to maximise housing
- LA are very proactive in terms of liaising with RSL's development teams
- Quick to turn around strategic support for potential schemes
- LA have a pragmatic approach to development, including mixed use schemes & tenures.
- Strong direction in terms of strategic housing requirements.
- LA have been proactive in securing additional grant, ie slippage which delivers more schemes in the authority.

## **Some areas for improvement/opportunities:**

Whilst there are some areas for improvements in administration e.g. invoice delays there are some key areas that actually provide opportunities for us to work even more in partnership in the future. These are:

1. To assist the L.A. on homelessness including rough sleeping – we have already helped some Housing First tenants and want to do more to assist in this area but it means more resource for providing intensive support for those people as well as building more homes.
2. Increasing the supply of homes in Cardiff – we have a great track record of working with the Council and want to continue to do this – Simon Fry will talk about our build programme and innovation e.g. containers which leads onto our role as providing temporary accommodation to Cardiff. Increasing communication on L.A. disposal of land will help deliver more affordable homes and there could also be opportunities to share development services. Further work on streamlining the planning process would be welcome including accelerating section 106 opportunities.
3. We understand the fundamental need to join up on health, social care and housing and are keen to explore opportunities with the L.A to e.g. reduce evictions especially where tenants are in general needs housing but actually need far more support and often have health needs.
4. We have a great track record in supporting families through e.g. Nightingale house – we think we can do more of this as we offer 24 hour service (quite often our residents need support in the night as this is when adverse things can happen) plus we use the restorative approach and Psychologically Informed Environment (PIE) which means that we are helping residents to help themselves.
5. Community work and wellbeing – we are passionate about tenants being able to have basic goods in their homes, e.g. a bed to sleep on and a fridge to keep fresh food and therefore are looking at ways of making Nu Life sustainable in the long term, Nu Life recycles and upcycles furniture and white goods and provides these to tenants and also offers a great volunteering opportunity for e.g., prison leavers. There is therefore an opportunity to improve our relationship with the Waste Management department and get access to the HWRCs so we can reuse more.

Kath Palmer  
Chief Executive  
Kath.Palmer@cadwyn.co.uk

Hafod currently have a very healthy relationship with a range of departments with Cardiff Council and are collaborating on several project areas.

Hafod's Development team work closely with Cardiff Council's Housing Development & Enabling Team, liaising frequently and attending the biannual meetings with Cardiff's developing RSLs to discuss need/opportunity.

We have Quarterly review meetings between Hafod's Development Team and Cardiff's Senior Housing Strategy Officer and commends Cardiff's very supportive approach to new development and the protocols in place to obtain strategic support for grant funding.

In terms of land availability, Cardiff via their own Cardiff Partnership scheme look to expand the boroughs social housing portfolio utilising land that is in current ownership. This is an area RSLs could add stock to the portfolio, pooling land resources. Hafod have however worked in partnership with Cardiff land development to develop care homes and social housing on land on which they were freeholders e.g. Dorothy Lewis, Riverside, and Cathedral View, Whitchurch.

The Welsh Health Estates protocol, where surplus land is made available to RSLs before going to market, is a benefit to us. Hafod took advantage on this on our Cwrt Hir Development in Trowbridge. We also work collaboratively with Cardiff and other RSLs to allocate social housing that becomes available via s106 agreements. We are currently exploring a joint JV opportunity (commercially sensitive/confidential at the moment) with Cardiff for development of a mixed tenure scheme of 100 dwellings built to Passivhaus standard.

We find that Cardiff Council is always willing to work collaboratively on innovative developments; recent examples include:

- 9-dwelling supported living development in Canton for adults with Learning Difficulties
- A strong example of partnership working was the Huggard Centre redevelopment on Dumballs Road, where we acted as main partner in a 3 way joint venture to develop 2 hostels, day centres and the administrative base for the City's homelessness team. This is the largest development of its type in Wales
- Redevelopment of the Woodcroft Care Home and Close Care units in Trowbridge, creating a supported community for a individuals with a range of need, enabling them to stay in their home locality as needs increase.
- Recently completed Close Care development in Llys Aur, Gabalfa

Hafod have a presence on a number of steering Groups dealing with Homelessness, Housing Strategy, Common Waiting List etc. Relationships are good and we feel we are able to add valuable contribution to these and be heard. From these we have mobilised a number of joint projects such as Community Initiatives within St Mellons. Other collaboration projects include providing temporary accommodation to homeless families through our Cardiff TA scheme in partnership with Cardiff Council and Calon Lettings. We are currently in discussion regarding provision of further bespoke accommodation within 2019.

With groups such as Housing First we have participated since inception and have moved from discussion to practical resolution sampling; successfully rehousing a long-term rough sleeper. We are working as a co-productive team to further build on this and scale up our involvement.

As an output from the Common Waiting List we are in conversation with Cardiff Council to jointly market our flexi-tenure accommodation for older people to those on the waiting list; enabling older individuals to purchase share of households adding an additional housing option. Our relationships with Cardiff Council have resulted in our Cartrefi Team, who work with private landlords to provide temporary accommodation for single homeless and Syrian Resettlement families, being recorded as an alternative on the housing options lists, aiding reduction waiting list numbers.

A possible area for change within the steering group approach could be increased opportunity for smaller, more direct, meetings to focus on specific projects, initiatives and ideas to more speedily formulate these into action. An example of this perhaps is the potential re-development of a leasehold site in Llanishen, which currently holds care accommodation. Several meetings were held with Cardiff Development teams and Operational Care Management to discuss need and realisation opportunities – however the outcomes for each team were very different, evidencing a need for more joint working across departments with our help as a joint RSL and provider.

Hafod have a desire to help empower its communities, beyond bricks and mortar of a home. For realisation of the Future Generations Wellbeing Act for Wales an all encompassing approach to health and wellbeing needs to be taken enabling people to be active members of their communities; an area of significance to us is Butetown, Cardiff. Through internal research into Cardiff's older BME population as a whole we have deeper understanding of the current and future needs of this community. Interim findings suggest there are gaps in current provisions and ethnic minorities are less likely to engage with care services due to language, religion and cultural barriers. As with the older nation as a whole, the elderly ethnic minority population is increasing with no sign of suitable and accommodating provision to support them; presenting a substantial potential opportunity we are keen to explore – with Cardiff as a strategic partner.

Hafod provides a full life course pathway of services, from the young to end of life, and we aim to support the aspirations of all to achieve desired outcomes. In February 2019 we held a work placement recruitment and awareness event in Butetown, in conjunction with local community education resources. The event was held as part of our Academi Hafod ambitions where as well as providing development for colleagues, we are committed to providing development and work placement opportunities for our local communities. The day was attended by over 90 people who learnt more about accessing work through a range of routes. To date 2 Butetown community members have successfully secured work placements with us – in Health and Safety and Recruitment. Saeed and Jonny will follow a structured work based learning programme, guided and supported by a Mentor who will coach them to achieve their placement and personal goals. We hope this is the start of a longstanding and successful relationship with the Butetown community, of all ages.

Hafod's Care presence in Cardiff is sizable with 119 Residential and 40 Supported Living/Closer Care beds, 121 supporting people units as well as Domiciliary Care. Our relationships with these teams are longstanding and dialogue has been increasing over the last 12 months, resulting in positive service delivery changes, benefiting both Cardiff Council and us as a provider – maximising outcomes for the communities we serve. Recognition of this is our success of new contract awards for joint commissioned services within Supported Living - integrating Health, Care and Support, under and RSL.

A memorandum of understanding was signed with Cardiff & Vale College in October 2018, facilitating a strategic and operational commitment to work in partnership across a range of areas to support skills and talent development between Hafod and Cardiff and Vale College. The scope of activities includes the provision of:

- Care qualifications in line with regulatory standards for new and existing staff
- A wide range of qualifications and apprenticeship delivery for new and existing staff

- Leadership and Management training accredited and non-accredited
- Provision which supports career development across all business areas.

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## Cardiff Council's Scrutiny Committee - Engagement with Housing Associations

Thank you for the opportunity to provide this summary and attend the Scrutiny Committee.

**Linc Cymru** Housing Association was established in 1977 and works across 10 local authority areas, providing 4500 homes and services to over 9,500 people. We are building 1700 new homes by 2026 and are at the forefront of building through modern methods of construction.

Our Purpose as a business is to 'Create the Right Environment for People to Flourish' and this is supported by our Values that drive our approach everyday: **Passionate Respectful Ambitious**

### **Relationship with Cardiff Council Housing Allocation and Development Teams.**

We are proud to be working in partnership with Cardiff Council and other Housing Association's to help deliver the vision for the City. We have enjoyed a professional and productive working relationship over many years and plan to increase our activity and contribution in the future.

Below I have focused on the two core areas identified.

### **The letting of homes**

Linc's homes in Cardiff are predominately made up of 2 and 3 bed family accommodation.

#### **Homes that Linc own that are let through the common register**

| General Housing |                  | Intermediate Housing |                 | Independent Over 55's Housing |                 |
|-----------------|------------------|----------------------|-----------------|-------------------------------|-----------------|
| 1 bed           | 102              | 1 bed                | 46              | 1 bed                         | 12              |
| 2 bed           | 299              | 2 bed                | 43              | 2 bed                         | 12              |
| 3 bed           | 297              | 3 bed                | 4               |                               |                 |
| 4 bed           | 53               | 4 bed                | 1               |                               |                 |
| 5 bed           | 19               |                      |                 |                               |                 |
| <b>Total</b>    | <b>761 homes</b> | <b>Total</b>         | <b>94 homes</b> | <b>Total</b>                  | <b>24 homes</b> |

#### **Homes that Linc own that are let outside the common register.**

|                           |     |                   |            |
|---------------------------|-----|-------------------|------------|
| Extra Care                | 142 | Supported Housing | 54         |
| Deferred Shared Ownership | 6   | Retail            | 9          |
| Home Buy                  | 50  | Shared Properties | 63         |
| Market Rent               | 86  | <b>Total</b>      | <b>410</b> |

Our working relationship with Cardiff's Allocation Team is good and the collaborative meetings held between all partnering associations are beneficial. The collaboration helps to deliver the requirements for Cardiff to meet a variety of housing needs that exist. Linc has a low turnover of homes in Cardiff which has an impact on the number of people that can be assisted from the different target quotas on the Common Housing Register.

The Common Policy was created following considerable consultation with stakeholders and as such it acts a positive mechanism to meet the housing needs presented within Cardiff. Linc supports the Policy and the minor observations placed below should be treated as potential refinements and not as fundamental reconsiderations.

- Quotas exist for aspects of the common register however some housing needs do not fall within the target quotas. Assisting to rehouse an applicant from a group that doesn't fall within the quota, impacts on your ability to meet the main targets. This is particularly evident for Linc as our turnover is low. Examples of housing allocations that don't fall within the main targets include, Calon lettings, Llamau, the Syrian Project, Housing First Project.
- The Common Register provides an audit trail to enable oversight of each party's contribution. The audit trail could extend to include aspects like the Immediate list, where it doesn't record an

unsuccessful attempt to house before bypassing to another list. This would assist to demonstrate the right due process being undertaken.

- It is possible to agree lettings initiatives for specific developments and circumstances. This approach falls outside the Common register quotas which can distort reporting.

### Development of New Properties

The basis of development within Wales has changed over recent years with the opportunity for local authorities to deliver new homes to complement the role of private house builders and housing associations. Cardiff Council has a mature approach to partnership development between providers to ensure the financial capability and development experience of long-standing providers are utilised to maximum effect.

We have a strong working relationship with the Housing Strategy Team which allows us to have open discussions in relation to potential sites and development opportunities. We also have regular partnership meetings facilitated by the Housing Strategy Team and attended by other housing associations. This provides an open forum for each partner to run through their development plans promoting collaboration, reducing unnecessary competition and creating greater productivity. The distribution of section 106 opportunities feels equitable.

Development is a dynamic field that often requires amendments and changes at short notice. The approach taken by officers demonstrates their desire to deliver the development programme for Cardiff regardless of the complications that arise. A good example of this relates to the movement of grant from one year to the next.

An expedient Planning process is important to the timely delivery of new homes. Housing Strategy Officers are supportive in their role and help to engender positive discussions and unlock planning considerations. It is also evident that officers hold a positive relationship with key personnel in Welsh Government.

A strategic plan is critical to the delivery of the right homes in the right locations. The recent consultation on the future needs of older people was welcomed and delivered important recommendations that we support. We look forward to receipt of the next draft of the Housing Strategy.

Some areas that would benefit from additional consideration:

- The provision of intermediate rental homes is an important part of the overall supply of housing options however the requirement for the rents to be aligned to the Local Housing Allowance makes it incredibly difficult to make them financially viable. As service costs rise, the core rent must be lowered to retain the overall alignment to the LHA. This means the capital return reduces over time.
- We believe it would be beneficial if RSL's were consulted on the wording within Section 106 agreements. Our experience of the requirements of private funding bodies would be beneficial in their drafting.
- Learning more about Cardiff's strategy for Learning and Physical disabilities would help us to deliver more broadly.
- Some matters are outside the control of the Housing Strategy Team, however ongoing assistance to influence the faster delivery of sectional agreements like highways and drainage would be beneficial to speed up site completions.
- We are keen to work together to implement the outcome of the Affordable Housing Review.
- We are happy to help by undertaking package deals.
- The partnership between Estates and Housing to identify and release land is important to the development of homes.

**NEWYDD HOUSING ASSOCIATION (1974) LIMITED**

**REPORT TO THE CARDIFF COUNCIL'S COMMUNITY & ADULTS SERVICES  
SCRUTINY COMMITTEE MEETING ON WEDNESDAY 5 JUNE 2019**

**PURPOSE OF PAPER**

To outline the activity of Newydd Housing Association in the City & County of Cardiff as requested by email on 7 May.

**BACKGROUND**

Newydd Housing Association was established in 1974 and was based in central Cardiff until moving to newly built offices in Barry, Vale of Glamorgan in 1990. In 2004, Newydd moved to the Greenmeadow Springs business park in Tongwynlais, Cardiff.

**PROPERTIES**

Newydd currently owns 3,000 properties across South Wales, principally in the Vale of Glamorgan and Rhondda Cynon Taf, but also has properties in Powys and Neath Port Talbot. In Cardiff, Newydd has 45 properties of which 34 are social rented properties.

**Ely**

Newydd currently has 24 flats in Cae Samson in Ely of which sixteen are 1 bed 2 person flats, and eight are 2 bed 3 person flats. All properties are general needs.

**Tongwynlais**

Newydd currently has 10 properties in Ironbridge Road in Tongwynlais of which eight are 1 bed 2 person flats, and two are 2 bed 3 person flats. These properties are for general needs and have traditionally been allocated to older people, although there is no designated local lettings policy on the scheme.

**Shared Ownership**

Newydd has 11 shared ownership properties, of which 9 are in Thornhill, and the remaining 2 are in St Mellons. These properties are principally 2 bedroom houses with one 3 bedroomed house in Thornhill.

**DEVELOPMENT**

Under the current Welsh Government rules, Newydd is not currently "zoned" to develop in the Cardiff area and therefore cannot receive Social Housing Grant. Newydd can however develop non-grant funded properties and would be very willing to work with Cardiff Council on this. Should the situation with regards to zoning and social housing grant change, we would be

very interested in developing more properties in the Cardiff area and assisting Cardiff Council in addressing the need for social housing.

### **ALLOCATIONS & LETTINGS**

Due to the comparatively small amount of stock that Newydd has in the Cardiff area, we have agreed with officers from Cardiff Council that all allocations would come from the common housing register. This process works well and we are very happy to continue this as we believe it benefits both parties and is best for the applicants on the waiting list.

One area for concern however is that since Cardiff does not operate a choice based lettings system (i.e. advertised properties which applicants can "bid" on), any nominations received by us for empty properties often result in a high number of refusals. Advertising the empty properties would result in an up to date list of interested applicants and minimise the length of time the property is empty.

### **CONCLUSION**

Newydd Housing Association has limited stock in the Cardiff area and, at present, is unable to develop in Cardiff with social housing grant. The Association is very happy with how the partnership with Cardiff Council currently operates and is very happy to discuss future partnership working if required.



# Cardiff Council's Scrutiny Committee – 5<sup>th</sup> June

## Engagement with United Welsh

### 1. Housing Management and Allocations

#### - What works well

**Common Housing Register and housing issues:** Meetings are held on a regular basis with open and honest communication. United Welsh's views are heard and considered and requests for guidance from officers or senior staff receive a prompt response. Groups such as the exclusion panel are well-organised and offer best practice in the field for considering applicants where there are risks involved with re-housing.

**Effective monitoring of allocations:** We receive high quality information about the outcome of allocations and our performance can be monitored against other Registered Social Landlords to ensure that quotas for different types of lettings are met. This is not often the case in our experience of working in other Local Authorities. The data helps us to ensure that we are meeting our obligations, such as carrying out our allocations in a fair and transparent manner.

**Local Lettings Policies (LLPS):** When developing LLPs, the Council are prompt and the team are approachable and easy to work with. We always find a compromise and way forward.

**Innovation:** We welcome current and future opportunities to consider alternative methods of property allocation and new ways of working with Cardiff Council. For example, we recently allocated a block of flats in Roath as a pilot using co-operative principles. The project is currently being evaluated to determine if this approach has improved sustainability, the aspiration of tenants around employment, rent arrears, satisfaction and cohesion.

**Supported housing:** Our close working relationship and understanding from the Council means that we can be flexible with our support and respond to need e.g. accommodating dogs, couples and refugees / accommodating pods for rough sleepers on United Welsh land. Adams Court in Adamsdown is also an excellent example of a tripartite agreement between Cardiff Council, United Welsh and our maintenance subsidiary Celtic Horizons, providing intensive housing management, the maintenance and support to homeless families and individuals.

#### - Areas for more effective partnership working

**Flexibility for future schemes:** We are often providing homes for clients with complex needs, so it would be advantageous to have flexibility in our approach and offer so we can continually innovate to best meet the needs of individual households while balancing the needs of the wider community.

**Downsizing:** Working more closely to explore opportunities for tenants to 'downsize' into smaller homes would be welcomed.

**IT support:** This could be improved as delays in resolving issues with the Common Housing Register can significantly impact on our performance and ability to undertake essential tasks. We welcome opportunities to be innovative with technology, considering emerging technologies and software in the performance of our 'joint' duties.

## 2. Development of new homes

- Over the last four years, we have completed 253 new homes ranging from 1-bedroom apartments to 4-bedroom houses with a further 237 homes contracted to handover in the following three years.
- We have delivered 73 Temporary Homeless Accommodation at Adams Court in Adamsdown, which was secured in partnership with the Council with limited grant.
- We have revitalised seven empty homes through our 'Empty Homes Wales' project, having viewed over 37 in the Local Authority area: [www.emptyhomeswales.co.uk](http://www.emptyhomeswales.co.uk)
- We are delivering 10 Low Cost Home Ownership units in Cardiff this year. The nominated progress is going very well and we are working closely to deliver the first two Shared Ownership units. The set-up process is progressing well.
- We have worked with the Council to secure Innovative Housing Funding which is delivering market leading technology to reduce energy consumption using a combination of a ground source heat pump and Solar PV-T system to satisfy electrical, heating and hot water demand for the properties. This will seek to address the low carbon agenda and reduce the risk of our residents experiencing fuel poverty to improve wellbeing.
- We have also secured considerable "additional" grant funding. For example, last year alone we were awarded £3.403M and secured £4.299M; an increase investment into Cardiff of £896,715.

### - What works well

- **Relationships:** Our relationship with Strategic Housing is excellent. Dialogue is open and honest which allows us to work collaboratively and ensure that we are meeting the strategic requirements of the Council (although note that greater collaboration could further improve outcomes as highlighted below).
- **Development Risk:** An increased partnership understanding of Development Risk has resulted in Cardiff Council securing additional capital funding from Welsh Government which will increase housing supply.
- **Planning approach:** This is generally flexible with a 'can do' attitude

### - Areas for more effective partnership working

- **The strategic view of VFM - Land supply and value:** At present; most disposals are offered to the Open Market on the presumption that maximum capital receipt is achieved. We have demonstrated in other Local Authority areas that VFM is broader, such as providing revenue income to the Local Authority rather than Capital receipt and higher levels of Affordable Housing provision, without impacting on Market Value. An example of this is our Watford Road development in Caerphilly: <https://bit.ly/2HxqNkn>
- **Empty Homes:** This project would benefit from closer collaboration, potentially including enforcement where it is the last resort.
- **S106 funding:** Clarity on the use of S106 funding would be beneficial for challenging sites that may not attract Social Housing Grant or may involve environmental improvements.
- **Council Build Programme:** This could provide more opportunities for working in partnership with Housing Associations. For instance, offering wider housing options for future occupiers and / or sharing risk are just two possible outcomes from this approach.

## Wales & West

### **Relationship between Cardiff 'Affordable housing Team' and WWH in respect of development.**

#### **Current Structure**

- Quarterly Development managers meetings (moving to 4 monthly meeting going forward), all HA's in attendance. Agenda distributed in advance (any HA can submit a discussion topic).
- This is a multi-purpose meeting, in part as a forum for dissemination of relevant information from Council to HA sector/ Emerging policy direction. Ability for HA's to raise issues they are experiencing / impact on delivery.
- Identification of surplus council assets that can be disposed of direct to a HA and identification of future S106 opportunities emerging through the planning system.
- Supported housing requirements also identified.
- **Individual meetings** – prior to Each Quarters PDP individual meetings with Each HA are held (principally led by Alison Draper– to understand delivery/ future schemes/ completion of current phases) – a record of the meeting is then provided to the HA for their records.

#### **What is working Well?**

- The structure of organised and individual meetings works well, with all HA's collectively kept up to date.
- Professional way in which development opportunities are considered and circulated for councillor support.
- The negotiation of S106 opportunities through planning system – working with HA's to maximise output through the planning system.
- The assistance offered by affordable housing team (in particular Alison Draper) in minimising S106 contributions on 100% affordable housing sites
- Acting as a Liaison with other departments to secure delivery of affordable housing – highways/parks etc)
- Ensuring a fair and equal ability for the zoned RSL's to secure SHG funding
- Prompt issue of PDP's on time for each Quarter

#### **What can be improved**

- Limited or no ability for improvement – In our zoned areas Cardiff is the most professional authority in the way it administers its SHG functions.
- For the wide remit of work undertaken by the department the only area of improvement could be more staff

## Relationship between Cardiff Housing related operations and WWH

### Current Structure

- Monthly, bi-monthly, and quarterly meetings generally chaired by Cardiff CC. These range from ongoing, wide-ranging, Strategic and Management groups, to Project-based steering groups. These include:
  - Cardiff RSL Housing Management Group – to discuss major policy issues; Homelessness, Allocations Policies, Lettings Targets, Older Persons Strategy, serious ASB issues, regeneration, etc.
  - Housing First Steering Group – to manage the Housing First work
  - Welfare Reform Group – initially convened to understand the impact of Bedroom Tax and the Benefit, now deeply involved with Universal Credit
  - RSL Housing Benefit Liaison – discussions on HB performance, welfare reform issues, digitalisation, Discretionary Housing Benefit claims, etc.
  - Exclusion Panel – to discuss the admittance, or suspension, of applicants to the Common Register with declared additional issues (e.g. criminal convictions)
  - Cardiff Accessible Homes Steering Group – to match applicants to appropriate properties
  - Waiting List Operational Meeting – for users of the Common Register, 'Northgate / IWorld' system
  - Cardiff Leadership Meetings – a CEO level, strategic, meeting
  - Ad-hoc meetings as and when required.
- All meetings are diarised in advance, and agendas and papers presented in advance, with minutes and actions distributed following the meetings.

### What works well?

- Meetings are well attended and offer the opportunity for all partners to present views, and discuss future direction and approaches.
- They provide a forum for WWH to understand the strategic direction of Cardiff CC, and what involvement or support is expected, or can be offered.
- They promote good communication and relationship between all partners, for example the Housing First Group developed a good relationship at a strategic level between WWH and the Salvation Army, which has translated into good relationships between front-line staff from both organisations.
- WWH are kept up to date with current, and future pressures on service delivery across the City. In the example of the changes to Welfare Reform, WWH was able to understand the pressures and challenges faced by Cardiff CC departments, and were able to shape our own Tenancy Support service delivery to support residents, and the work of the Council.
- Sharing of information and feedback.

### What could be improved?

- There is a range of meetings, and the potential improvements are related to each of the meetings:
  - Cardiff RSL Housing Management Group – there is occasionally a focus on lettings, and could benefit from a wider discussion on trends and emerging issues.
  - Welfare Reform Group – although the Council Tax department are involved in the group, there did not seem to be a recognition of the pressure faced by residents due to income reductions
  - RSL Housing Benefit Liaison – meetings are held regularly, but the agenda can occasionally be a little brief
  - Exclusion Panel – due to the bi-monthly nature of the meetings, occasionally a large volume of cases are discussed which can limit the time available to debate thoroughly.
  - Waiting List Operational Meeting – although generally scheduled to be held quarterly, the meetings can slip to six-monthly



**CYNGOR CAERDYDD  
CARDIFF COUNCIL**

**COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE**

**5 JUNE 2019**

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**QUARTER FOUR - PERFORMANCE REPORT FOR 2018/19**

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**Purpose of Report**

1. To present the Adult Services Performance Report for Quarter 4 (Jan - March) attached at **Appendix A**.
2. At this Scrutiny Committee meeting, Members will be able to decide what comments, observations or recommendations they wish to pass on to the Cabinet for their consideration.

**Background to Performance Reports**

3. The Council's Performance Management Framework includes the production of Quarterly Performance Reports designed to provide an overview of directorate performance. Effective scrutiny of performance is an important component of the Framework as it provides the opportunity to challenge performance levels, and helps the Council reprioritise efforts to secure the delivery of the Council's priorities and targets.
4. A Key part of performance management is the review of performance indicators. The performance indicators are contained within the report attached at **Appendix A**.

5. The Quarter 4 performance reports is structured to reflect the following priorities:

**Adult Social Services:**

- Executive Summary (pages 2 -3)
- Quarterly Performance – Q4 2018/19 (pages 4-5)
- KPIs – Corporate Plan (page 6)
- KPIs – Directorate Delivery Plan (pages 7-9)
- Prevention & Wellbeing (pages 10–13)
- Assessment & Outcome Focused Care Planning (pages 14-17)
- Commissioning & Service Provision (pages 18-21)
- Safeguarding (Adult) (pages 22-23)
- Managing People, Resources, Systems and Processes (pages24-25)
- Quality of Practice (pages 26-27)

6. At this meeting, the following Members and Officers will be in attendance:

**Adult Social Services**

Councillor Susan Elsmore, Cabinet Member for Social Care, Health & Wellbeing will be in attendance and may wish to make a statement on the scrutiny of Adult Social Services performance.

Claire Marchant, Director - Social Services, will provide Members with a presentation and will also answer Members' questions on Adult Social Services performance. The presentation to be delivered is attached to this report as

**Appendix B.**

**Way Forward**

7. Members are invited to consider the information set out in the attached Appendices and to:

- Provide any comments and observations to the Cabinet.
- Identify any issues that may require more detailed scrutiny or items for inclusion on the future work programme.

## **Legal Implications**

8. 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**

9. 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.

## **RECOMMENDATION**

The Committee is recommended to:

- a. Consider the contents of the report, appendices and evidence presented at the meeting;
- b. Report any comments, observations or recommendations to the Cabinet.

**DAVINA FIORE**

**Director of Governance and Legal Services and Monitoring Officer**

**30 May 2019**

# ADULT SERVICES

## PERFORMANCE REPORT

### QUARTER 4 2018-19



### What is working well?

- The Director and senior managers met with all final year **social work students** on placement in Cardiff. Feedback was positive around the support they have received and they are keen to seek permanent employment in Cardiff.
- Agile working is fully implemented across both the University Hospital of Wales (UHW) and University Hospital Llandough (UHL). This has enabled more timely decision making and more effective screening and allocation of cases as there is better access to information. All of this has had a **positive impact on Delayed Transfers of Care** (DToC) as evidenced by information reported by for the 20<sup>th</sup> March 2019 DToC census; which shows the total number of DToCs for March 2019 was 37 compared to 49 for February 2019, a decrease in a month of 24%, the number is 21% lower than the same period last year March 2018, which was 47.
- **Grand opening for new dementia day service** - A new integrated service, providing a supportive and enhanced environment for people living with dementia in Cardiff, officially launched on 18<sup>th</sup> March. The Leader of the Council, Cllr Huw Thomas officially launched the new service, which is being delivered to meet the needs of people with moderate to high care and support needs across the city, at the new Integrated Dementia Day Service on Grand Avenue in Ely. The facility has undergone a complete redesign and major refurbishment works to create a stunning example of a best practice dementia-friendly environment, thanks to a successful capital bid to the Welsh Government's Intermediate Care Fund.
- Adult Services achieved **budget underspend** of £1.362 million against a budget of £111.368 million.
- Increased the number of adults and children in need of care and support using **Direct Payments** during the year, 966 compared to 908 in 2017-18.
- Continued to increase in the number of **carers assessments completed** (936 in 2018-19 compared to 798 in 2017-18).
- Improved result for the percentage of **carers (of adults)** aged 18 or over known to social services who were offered an assessment or review of their needs in their own rights during the year (93.6% in 2018-19 compared to 87.2% last year).
- **Voices of people** are heard, better listened to and taken into account as a result of work towards implementing a strengths based approach in Adult Services.
- The **voice of people with Dementia** continues to be heard in achieving 'working towards' Dementia Friendly City status. Staff awareness of dementia improved through corporate training programme.
- More people with **mental health problems are being supported in the community** following the expansion of Ty Canna.
- **Quality of care** experienced by older people and their relatives in care home settings substantially improved by effective application of the Escalating Concerns procedure.
- Further **strengthening of safeguarding for adults** by the introduction of targeted resource with the creation of a Service Manager post with an adult safeguarding focus.
- Better placed to **enable more people to remain as independent as possible** in their own homes through our commissioning activity. For example, during the year we commissioned supported living accommodation for vulnerable adults with substance misuse and we commenced the procurement process for the recommissioning of supported living accommodation for adults with a learning disability.
- Better placed to increase the range of **accommodation options** to meet the needs of older people with physical frailty and dementia issues with the development of the Older Person's Housing Strategy.

## What are we worried about?

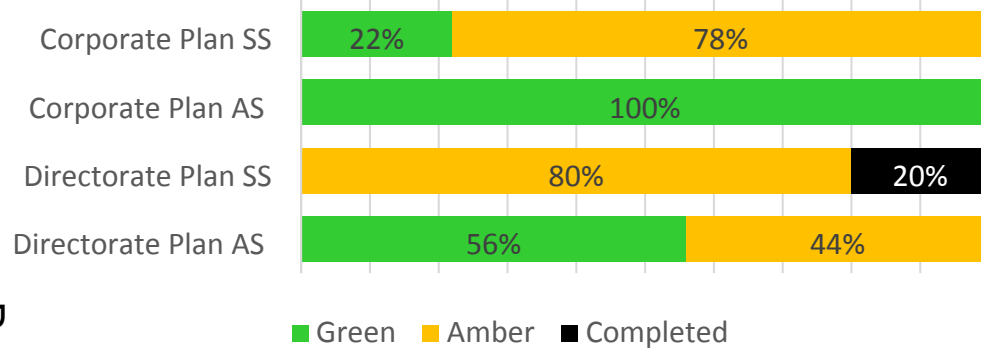
- Regulation and Inspection of Social Care (Wales) Act 2016 (RISCA) which requires all domiciliary care workers to be registered by 2020.
- Poor condition of University Health Board (UHB) buildings where staff are based.
- Timeliness of Deprivation of Liberty Safeguards (DoLS) assessments.
- Implementation of adult safeguarding improvement plan.
- Quality of some provider services evidenced by the number being managed through the escalating concerns processes.
- Delay in fee setting for domiciliary care and care home provision and risk of legal challenge.
- Finance system is end of life and needs supporting.
- Progress with Mental Health Community Services Review.
- New senior management arrangements are being implemented following consultation and as with any change there are risks at a time of uncertainty.

## What do we need to do?

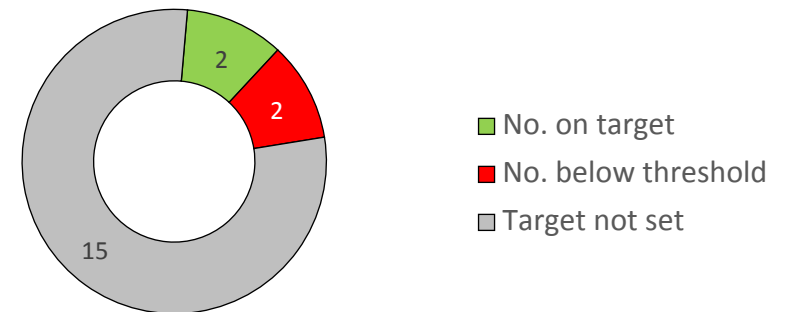
- Implement the requirements of the Regulation and Inspection of Social Care (Wales) Act (RISCA) 2016 and ensure that all relevant professionals are appropriately qualified and registered by 2020.
- Work closely with Health & Safety and University Health Board estates to identify alternative accommodation for the CRT and CMHTs.
- Develop workforce plan for the whole of Adult Services which develops a career structure for all parts of the workforce and addresses retention and recruitment challenges in key posts such as AMHPs.
- Action plan to improve timeliness of DoLS assessments.
- Continue to closely monitor timeliness of Adult Safeguarding enquiries and implement a new operating model for adult safeguarding.
- A new approach that focuses on planned visits that prevent the need to instigate the Escalating Concern process is required.
- Explore a new way of delivering domiciliary care in the longer term that takes into account the full spectrum of local and community provision and the implementation of the Older Persons Accommodation Strategy (approved by Cabinet in March 2019). Cabinet approval to develop a new model of domiciliary care was provided in September 2018 – scoping and planning for the new model has begun. Detailed work will need to be undertaken with people with care and support needs, their carers, and the domiciliary care sector in general, to ensure future commissioning arrangements reflect what matters to them. The new model will be implemented in November 2020.
- Cost of care exercise for care homes to understand the true cost of service provision and inform future fee setting exercises.
- Implement new finance system.
- Work with health colleagues to develop a strategy and supporting action plan to progress the Community Services Review of adult mental health services.
- Implement new senior management arrangements and support with an OD plan to develop strength based culture and support strength based practice.

## Quarterly Performance – Q4 2018-19

### Progress against Corporate Plan & Directorate Delivery Plan Actions



### Performance Indicator Overview



### What is working well?

The Director and senior managers met with all final year **social work students** on placement in Cardiff. Feedback was positive around the support they have received and they are keen to seek permanent employment in Cardiff.

Agile working is fully implemented across both the University Hospital of Wales (UHW) and University Hospital Llandough (UHL). This has enabled more timely decision making and more effective screening and allocation of cases as there is better access to information. All of this has had a **positive impact on Delayed Transfers of Care (DToC)**. Get Me Home Officers have been covering the most demanding wards at UHW (C6 and A4) to support and facilitate a more timely discharge during the 'winter pressure' months. The 20<sup>th</sup> March 2019 DToC census; which shows the total number of DToCs for March 2019 was 37 compared to 49 for February 2019, a decrease in a month of 24%, the number is 21% lower than the same period last year March 2018, which was 47.

**World Social Work Day** was celebrated on 19<sup>th</sup> March. One social worker was quoted on Cardiff Council's Twitter feed as saying "Social work is about getting alongside people at the hardest times in their lives to help them see that there are always possibilities, by supporting them to draw on the highs to get through those lows and have hope".

**Grand opening for new dementia day service** - A new integrated service, providing a supportive and enhanced environment for people living with dementia in Cardiff, officially launched on 18<sup>th</sup> March. The Leader of the Council, Cllr Huw Thomas officially launched the new service, which is being delivered to meet the needs of people with moderate to high care and support needs across the city, at the new Integrated Dementia Day Service on Grand Avenue in Ely. The facility – the former Council-



owned and managed Grand Avenue Older People's Day Centre, has undergone a complete redesign and major refurbishment works to create a stunning example of a best practice dementia-friendly environment, thanks to a successful capital bid to the Welsh Government's Intermediate Care Fund.

Adult Services achieved **budget underspend** of £1.362 million against a budget of £111.368 million.

## What are we worried about?

### **Community Services Review:**

Members wrote to the Director of Operations for the Mental Health Clinical Board Cardiff & Vale University Health Board in Quarter 2 recommending that a strategy and/or action plan be developed and implemented to give focus to the programme and widen critical links that need to be made to ensure the long-term sustainable success of the programme. The new Assistant Director for Adult Services will meet with Health Board leads to ensure this work is progressed in a timely way.

The risk of a judicial review around the **fee setting process for care homes and domiciliary care providers** has been mitigated by further consultation and engagement with the sector and a revised decision in respect of 2018/19 fees. 2018/19 fees confirmed via Officer Decision Report and meetings progressing with providers to agree timeline for 2019/20 fee setting. A cost of care exercise for care homes is being undertaken to understand the true cost of service provision and inform future fee setting exercise. This exercise formally began in December 2018 and is expected to be completed in Quarter 1 2019/20. We are part way through this exercise and it is delivering detailed information from providers regarding their cost of care. It is anticipated this work will deliver a care home fee setting strategy for the next 5 years for the Council.

## What do we need to do?

**Adult Safeguarding - timeliness of 7 day enquiries:** Continue to closely monitor timeliness of Adult Safeguarding enquiries and implement a new operating model.

**Community Services Review:** Work with Health colleagues to develop a strategy for adult mental health services.

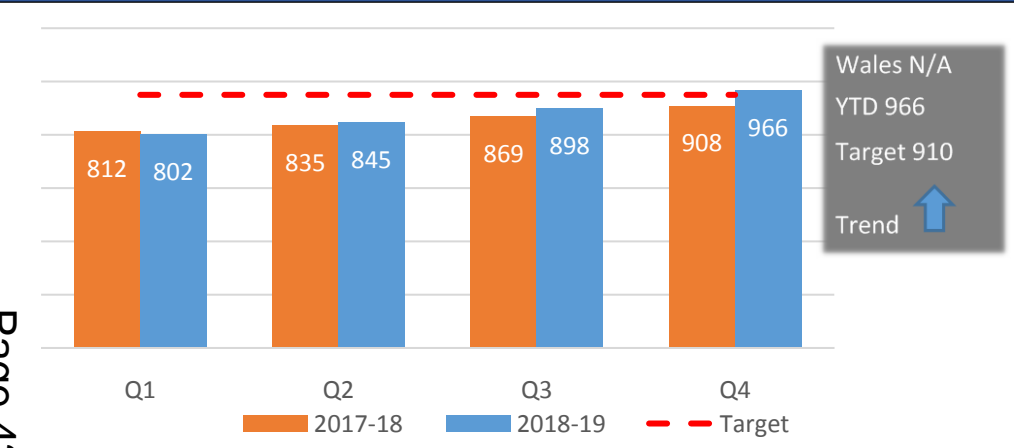
**RISCA:** Implement the requirements of the RISCA and ensure that all relevant professionals are appropriately qualified and registered by 2020. A detailed programme of work supported by the Cardiff and Vale Workforce Development Partnership is underway.

**Commissioning Care Homes and Domiciliary Care:** progress work to implement new model of domiciliary care and care home fee strategy.

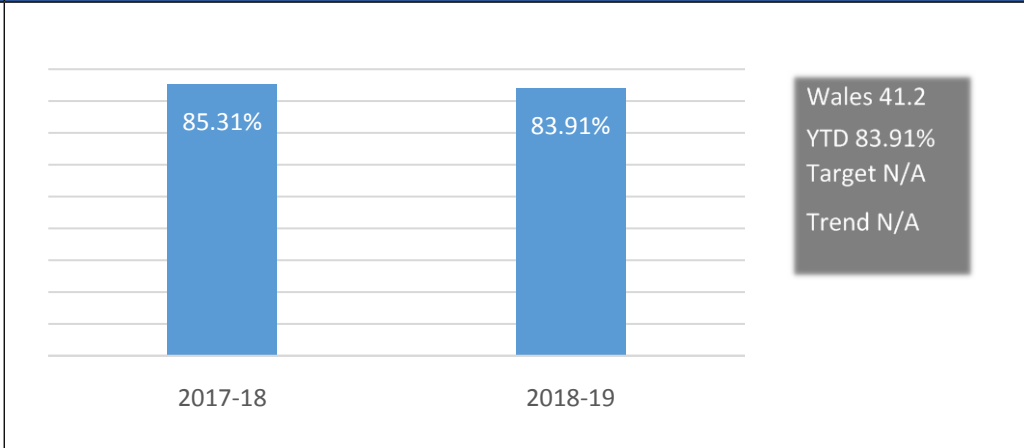
# Key Performance Indicators – Corporate Plan

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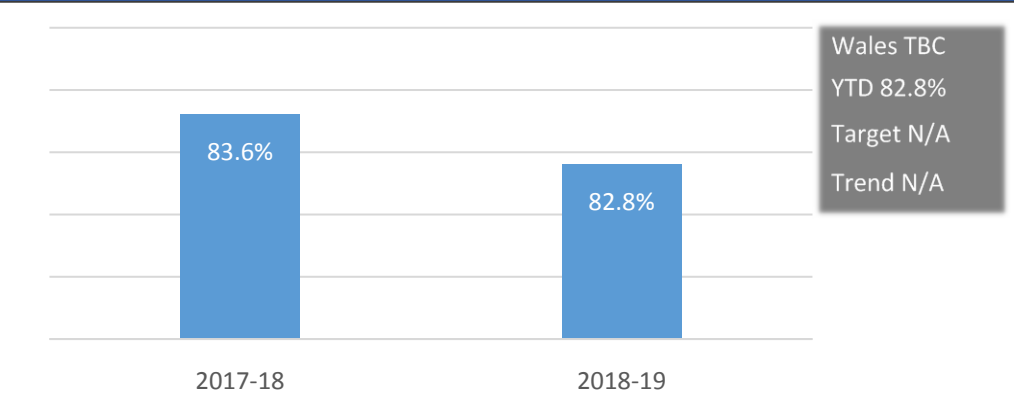
**SCAL25a Total number of children and adults in need of care and support using the Direct Payments Scheme**



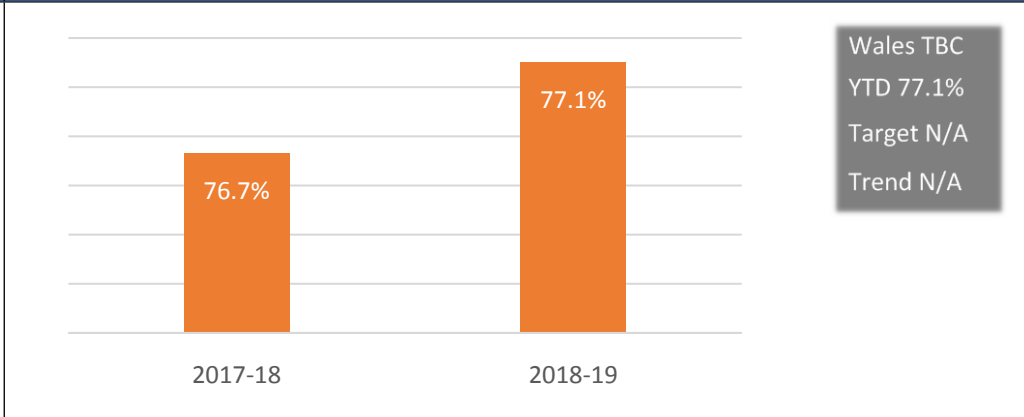
**SSWB20a Percentage of adults who completed a period of reablement (a) and have a reduced package of care and support 6 months later**



**PAM024 Adult who are satisfied with the care and support they receive**



**TBC Adults reporting that they felt involved in any decisions made about their care and support**



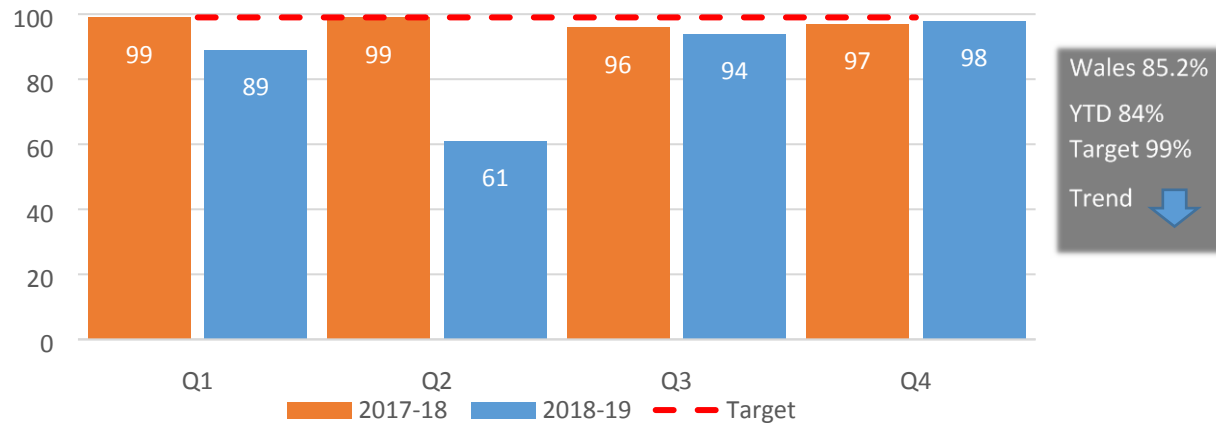
\*Please note the result for 2018-19 is indicative

\*Please note the result for 2018-19 is indicative

## Key Performance Indicators - Directorate Delivery Plan

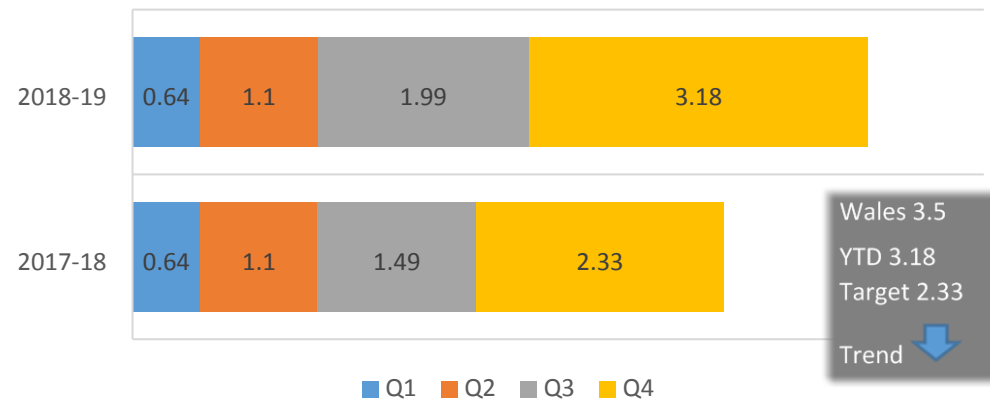
### Strategic Directorate Priority 1 - Safeguarding

#### SSWB18 Percentage of adult protection enquiries completed within 7 days

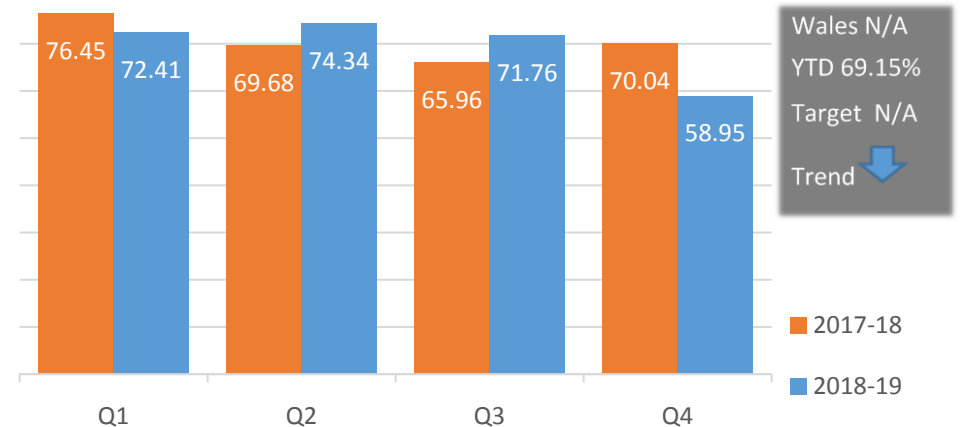


### Strategic Directorate Priority 2 - Prevention & Independence

#### SSWB19 Rate of delayed transfers of care for social care reasons aged 75+

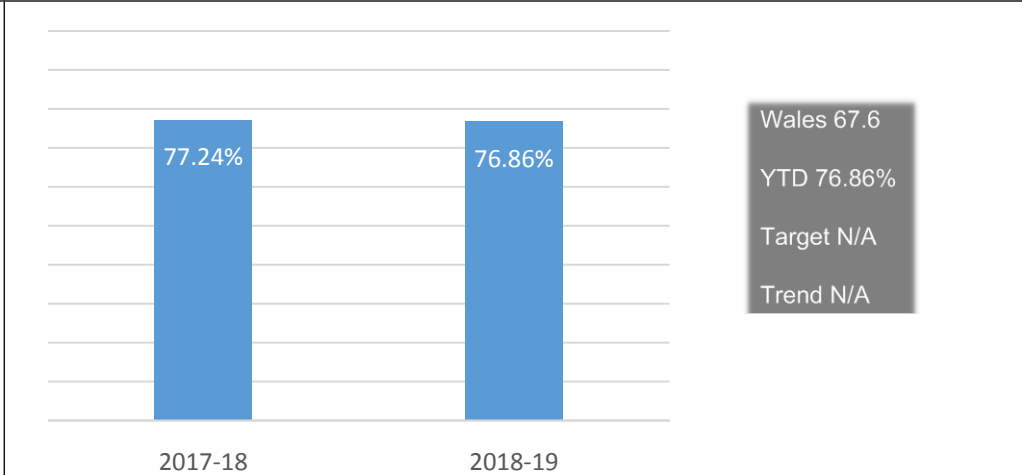
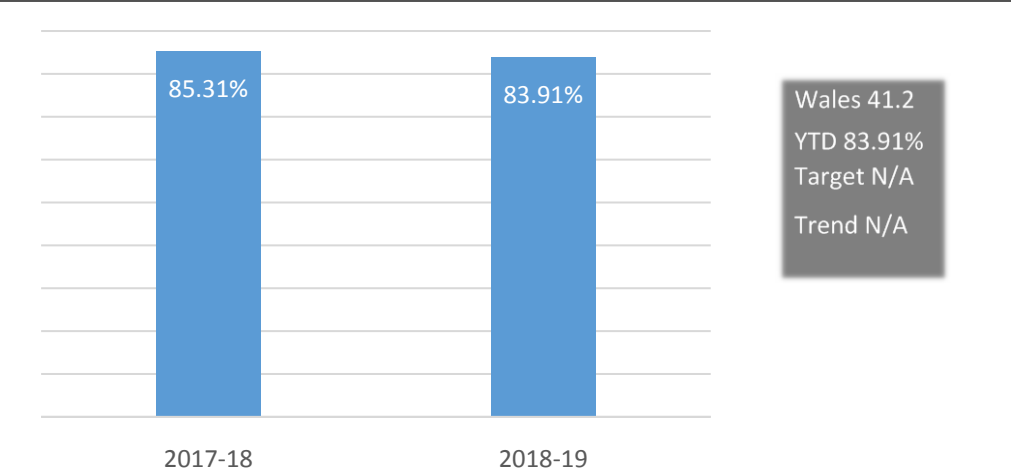


#### SCAL23 Percentage of people helped back to independence without ongoing care services, through short term intervention



SSWB20a Percentage of adults who completed a period of reablement and have a reduced package of care and support 6 months later

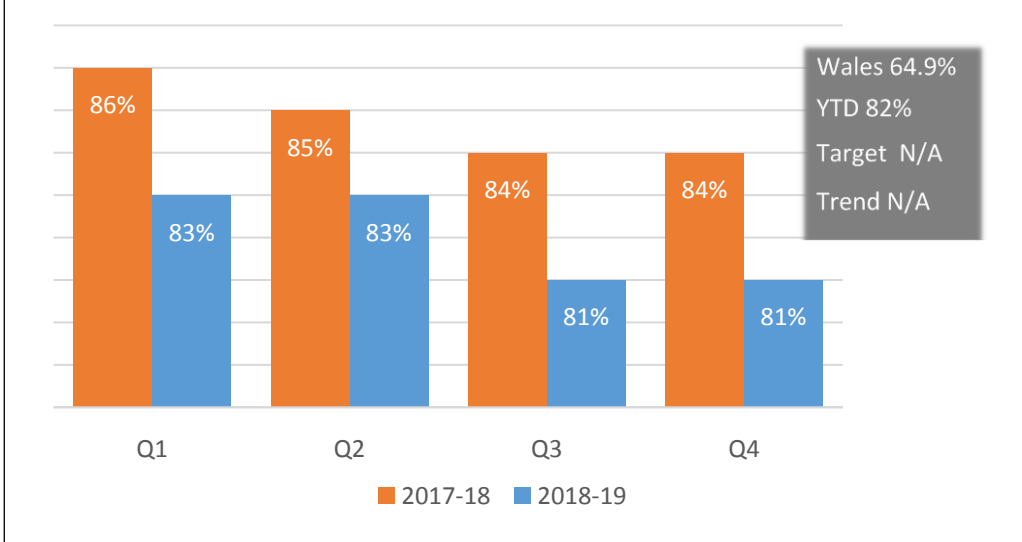
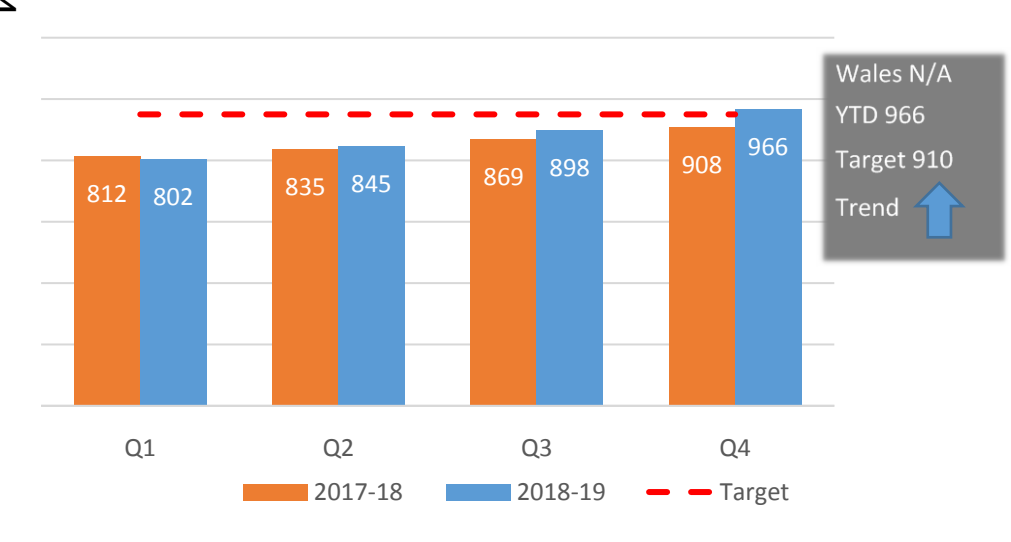
SSWB20b Percentage of adults who completed a period of reablement have no package of care and support 6 months later



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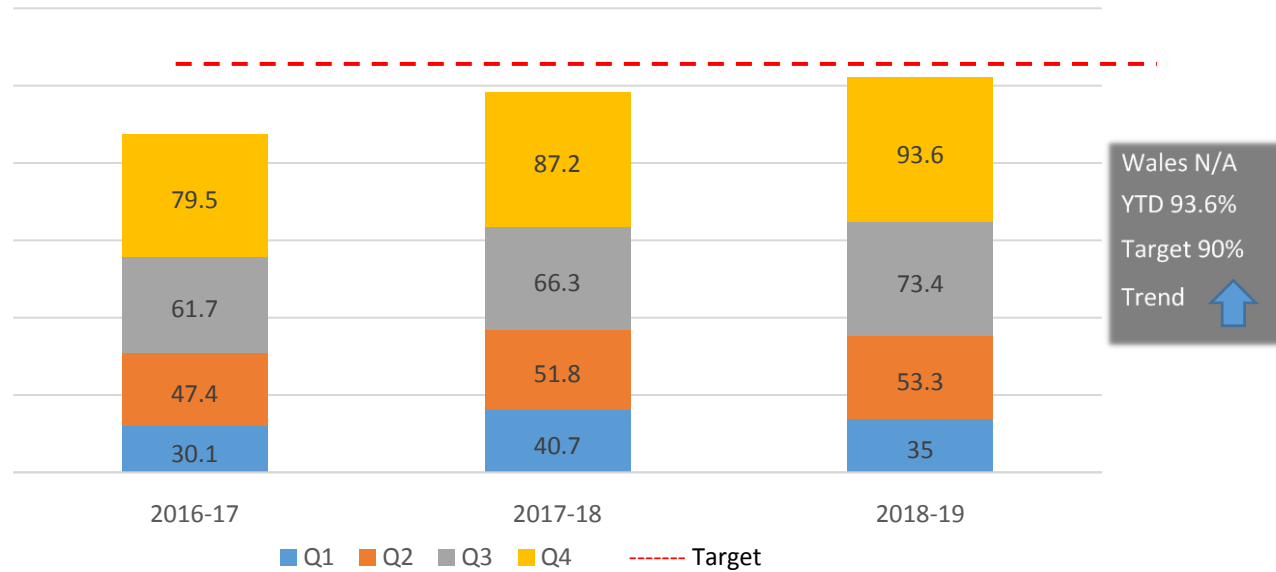
SCAL25a Total number of children and adults in need of care and support using the Direct Payments Scheme

SSWB 23 Percentage of adults who have received advice and assistance from the information, advice and assistance service and have not contacted the service for 6 months



## Strategic Directorate Priority 3 - Care & Support (including transitions)

SCA018a Percentage of carers (of adults) aged 18 or over known to social services who were offered an assessment or review of their needs in their own right during the year



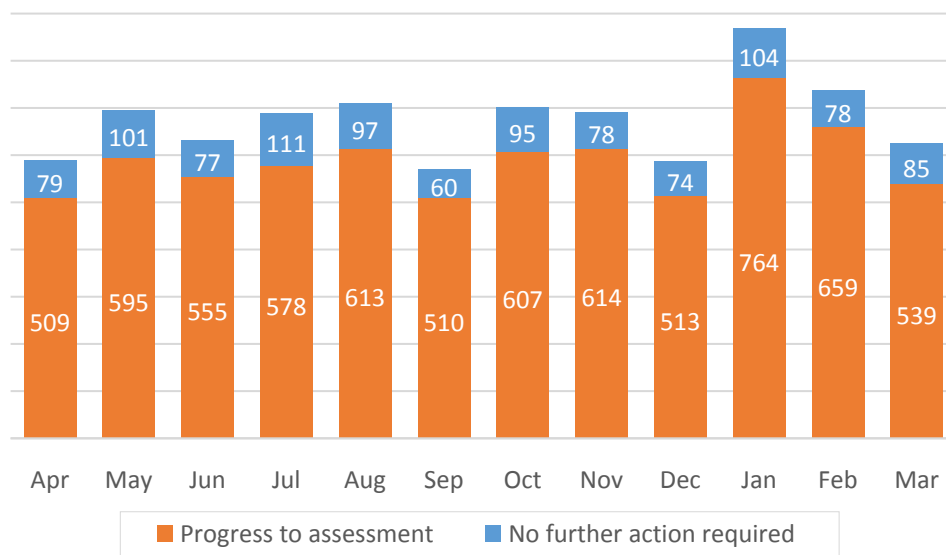
## Prevention and Well-Being

| What is working well?   | What are we worried about?  | What do we need to do?   |
|---|---|--|
| <ul style="list-style-type: none"> <li>• Positive progress of Dementia Friendly Cardiff.</li> <li>• Services offered ensure that 62% of people with Learning Disabilities that we support are able to remain living in their communities with their families.</li> <li>• Focus on use of mainstream and inclusive services to meet occupation outcomes leads to improved skills, networks and community status for people with Learning Disabilities that we support; this also leads to a reduction in funded services.</li> <li>• Expansion of Ty Canna to support more people with mental health problems in the community.</li> <li>• Provision of timely support to service users / carers in the management of complex situations to prevent admission to care home / carer breakdown.</li> </ul> | <ul style="list-style-type: none"> <li>• Increase in court of protection work.</li> <li>• Design of services to change - proactively seek to keep people well rather than respond in a crisis.</li> </ul> | <ul style="list-style-type: none"> <li>• Commission training for key staff in undertaking court work, including report writing and recording.</li> <li>• Crisis Team and Primary Mental Health Support Service need to be based together with the Community Mental Health Teams for a collaborative approach.</li> </ul> |

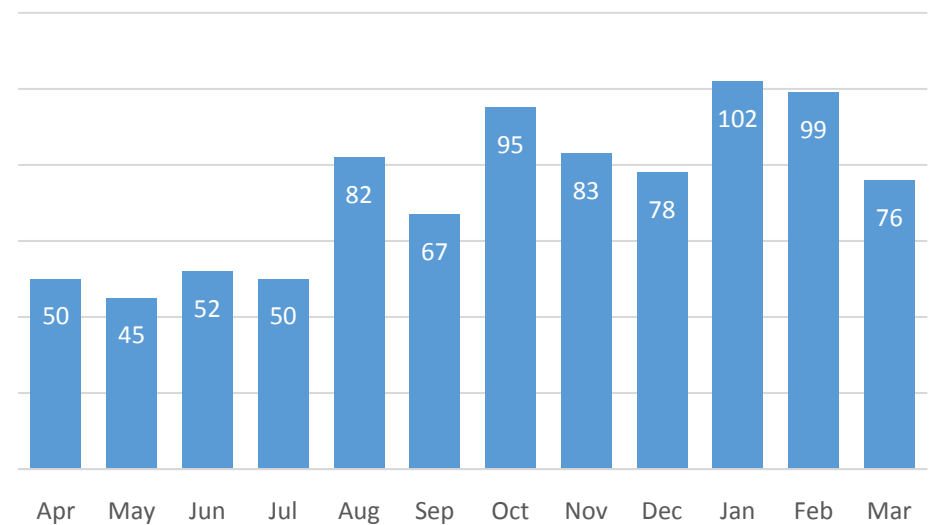
## Key Statistics

- Number of Well-being Referrals:  
Mental Health Services for Older People: year to date 192 (March:14 )  
Learning Disabilities: year to date 39 (March: 4)  
Community Alcohol & Drug Team and City Centre Team: year to date 96 (March: 4)  
Hospital UHW & UHL: year to date 754 (March: 80) – of which, referrals taken by UHW Contact Team (Get Me Home team commenced December 2018): year to date 128 (March: 37)
- Well-being Referrals pending as at 31<sup>st</sup> March 2019: 19. Well-being Referrals outcome progress to safeguarding: year to date 5 (March: 1)
- Referrals into Adult Assessment: year to date 774 (March: 58)
- Referrals into Adult Assessment Team relating to capital limit threshold for care home placements (dropped funds in self-funding care home placements): year to date 70 (March: 4)
- Referrals into Adult Assessment Team relating to visual impairment: year to date 56 (March: 3)
- Referrals into Adult Assessment Team relating to hearing impairment: year to date 17 (March: 1)

### 1. Well-being Referrals received by outcome

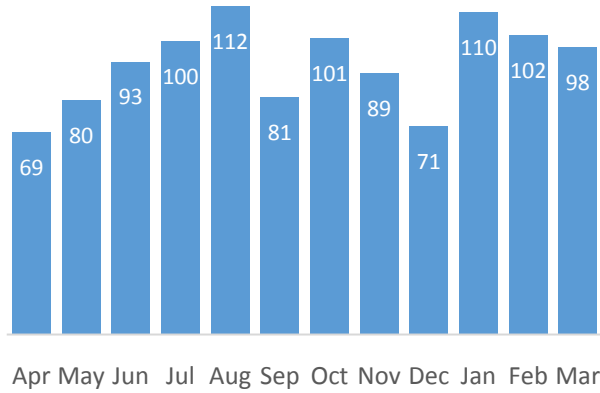


### 2. Well-being Referrals marked immediate assessment from First Point of Contact to Adult Social Services

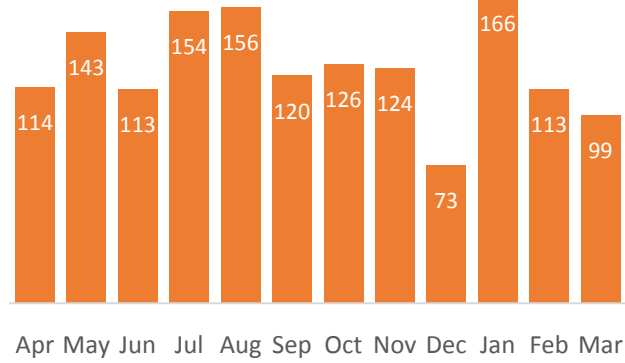


### 3. Source of referral

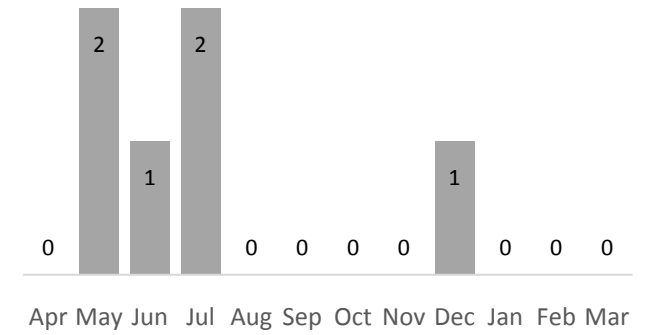
#### Self



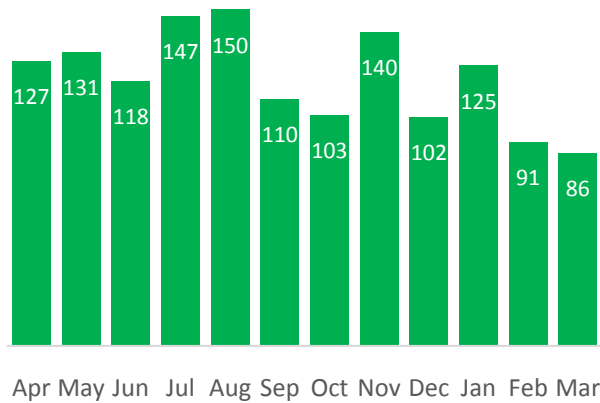
#### Family



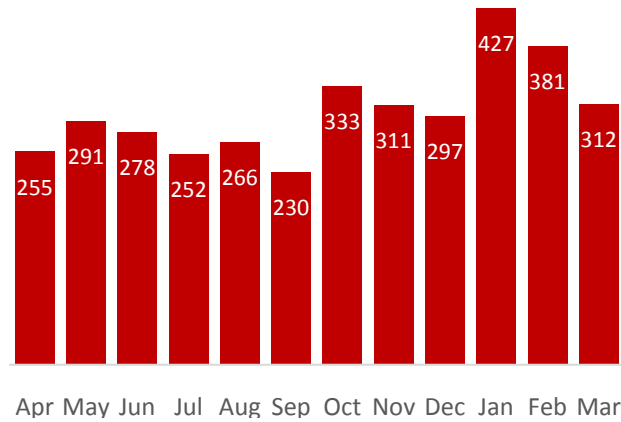
#### Carer



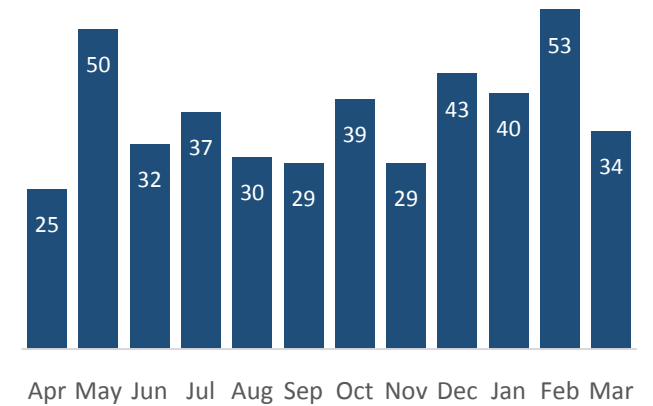
#### Professional



#### Health Professional

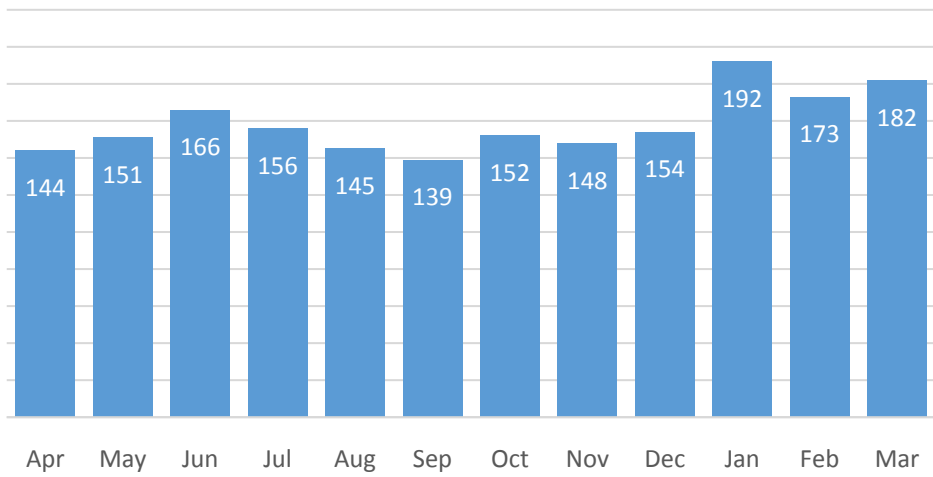


#### Other Organisation

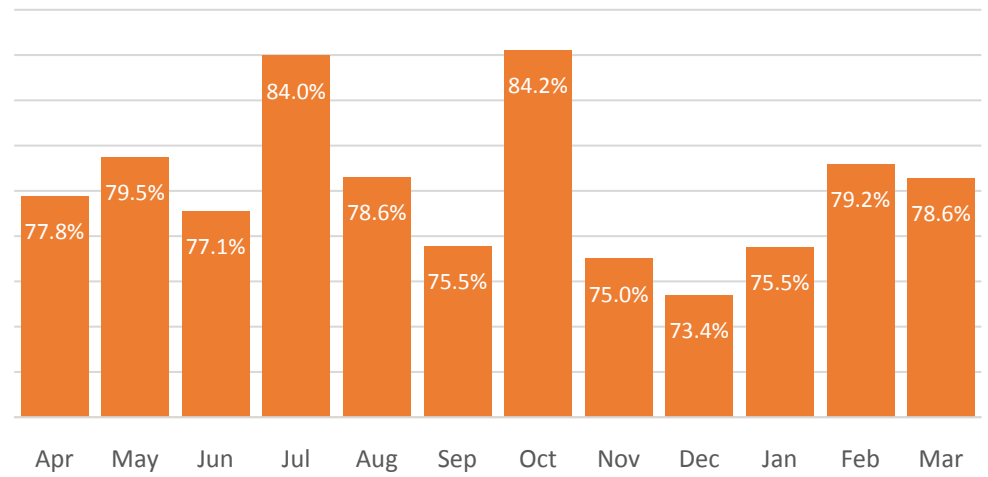




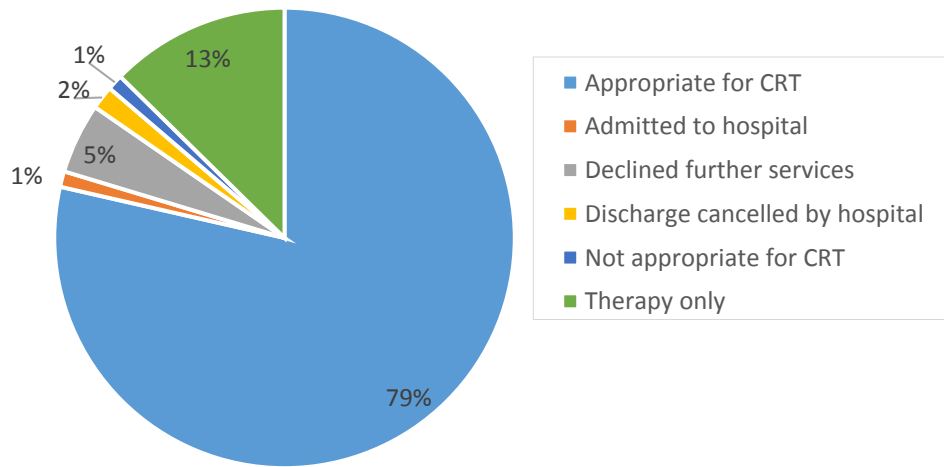
4. Number of Community Resource Team (CRT) assessments undertaken following a referral



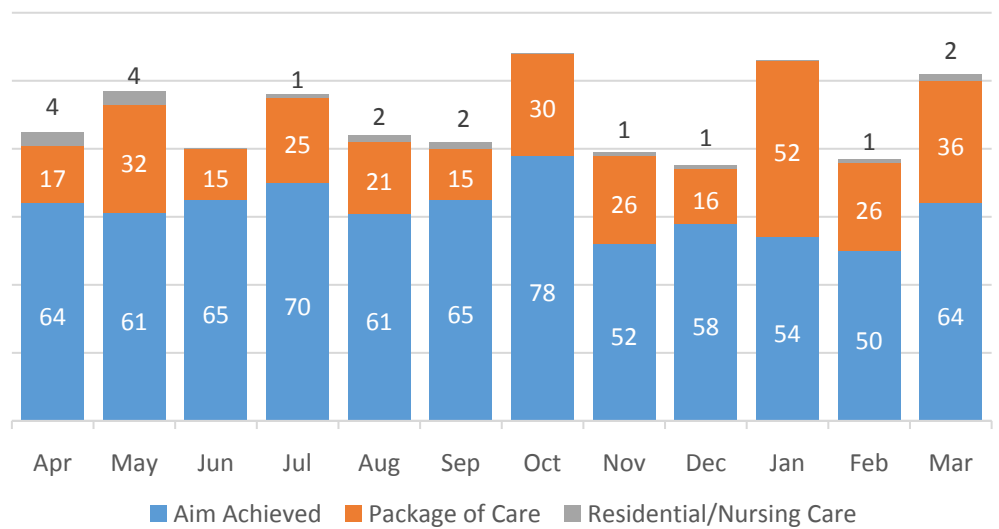
5. Percentage of CRT Home Care Assessments where outcome is Appropriate for CRT



6. Outcome of CRT assessments undertaken following a referral March 2019



7. CRT packages ended by outcome



## Assessment and Outcome Focussed Care Planning

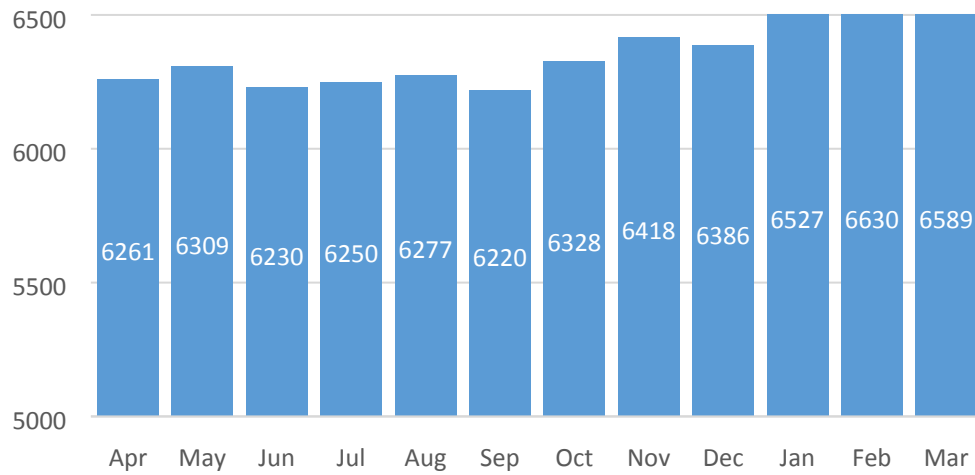
| What is working well?  | What are we worried about?   | What do we need to do?  |
|--|--|---|
| <ul style="list-style-type: none"> <li>Provision of timely reablement services to support people who are currently eligible for CRT to maintain or regain independence.</li> </ul> | <ul style="list-style-type: none"> <li>Only a small proportion of people who potential could benefit from CRT services receive a service from CRT. Most people accessing homecare from the community do not receive a reablement service first.</li> <li>Embedding positive risk taking and the trailing strength based approaches.</li> </ul> | <ul style="list-style-type: none"> <li>Develop a business case and implement new ways of working in the CRT to work towards everyone who potentially receives long term home care receiving a reablement service first.</li> <li>Programme of strengths based training is currently rolling out across Adult Services.</li> </ul> |

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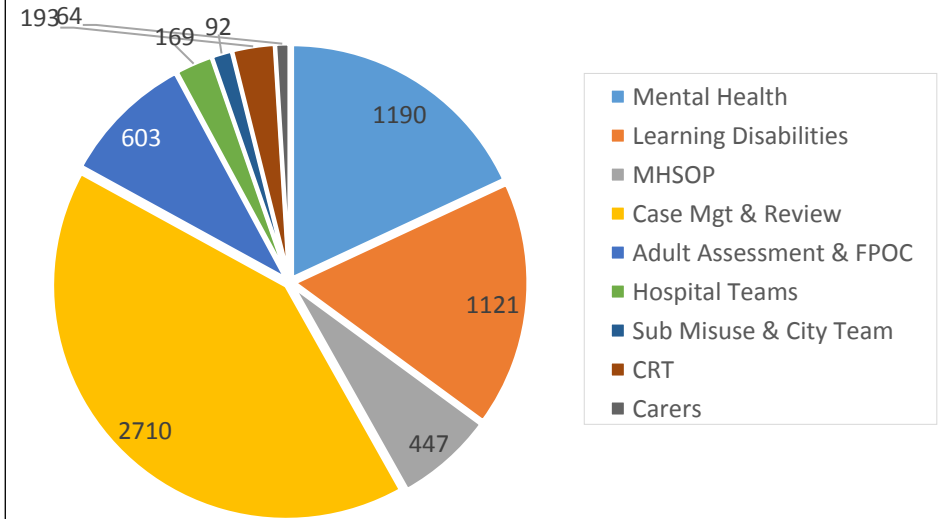
### Key Statistics

- Number of completed Well-being Assessments in secure estate: year to date is 8
- Number of people who had review: year to date 3,498, number of reviews completed 4,599
- Advocacy Offer - At the referral and/or assessment stage, 19% of adults answered No to "is the person able to participate fully in the assessment, Care & Support Planning or safeguarding process (1430 / 7534 people). Of those, 87% 1245 people had an appropriate person to assist them, 3% (39) answered no and 10% (146) didn't have the answer recorded.
- Number of Care & Support Plans outcome No Longer Required: year to date 57 (March: 2)

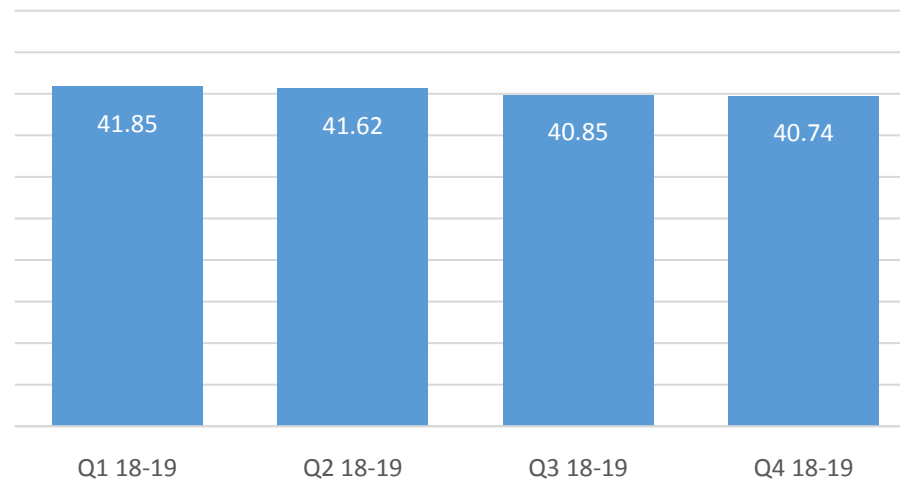
### 1. Number of open cases



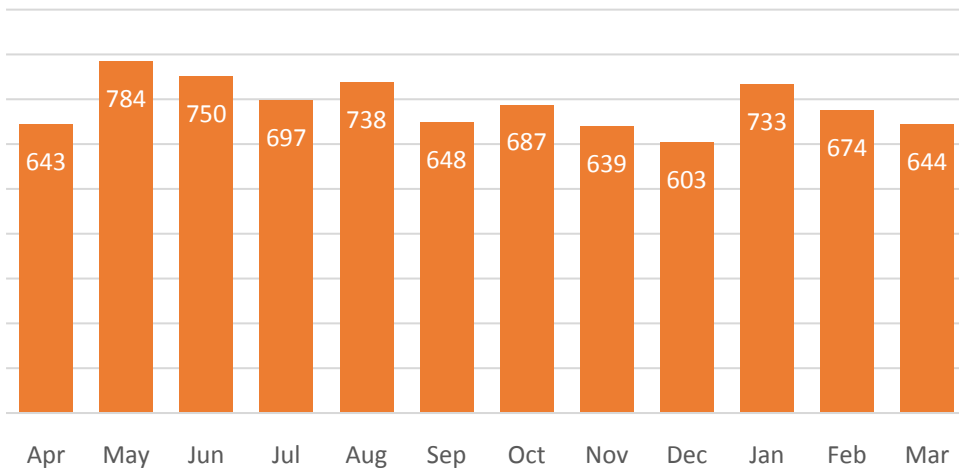
### 2. Number of open cases per team March 2019



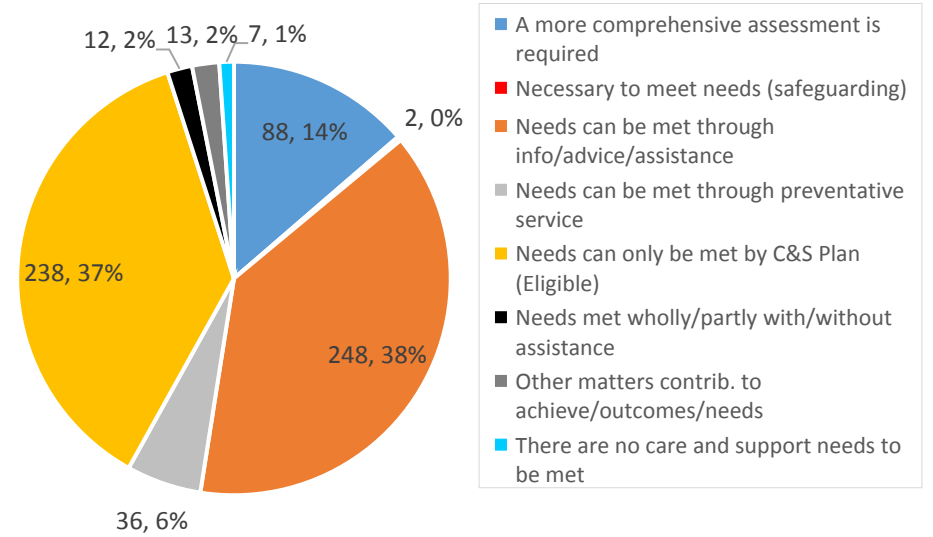
### 3. Average caseload (FTE)



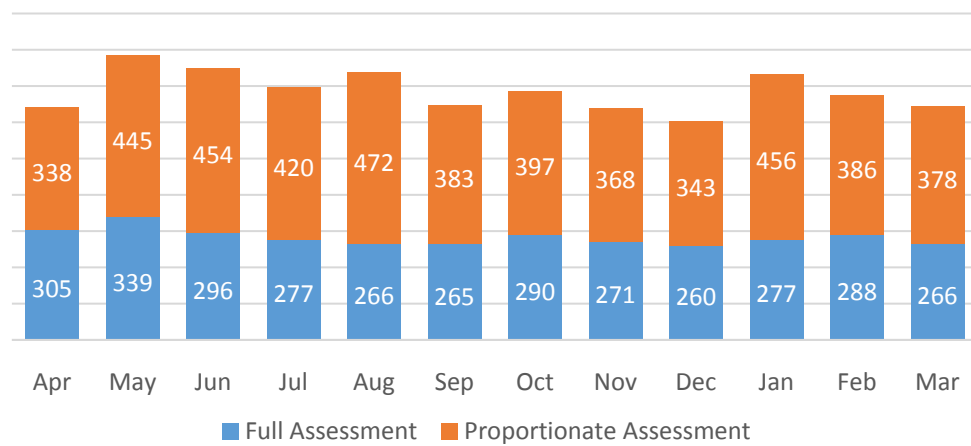
#### 4. Number Well-being Assessments completed by month



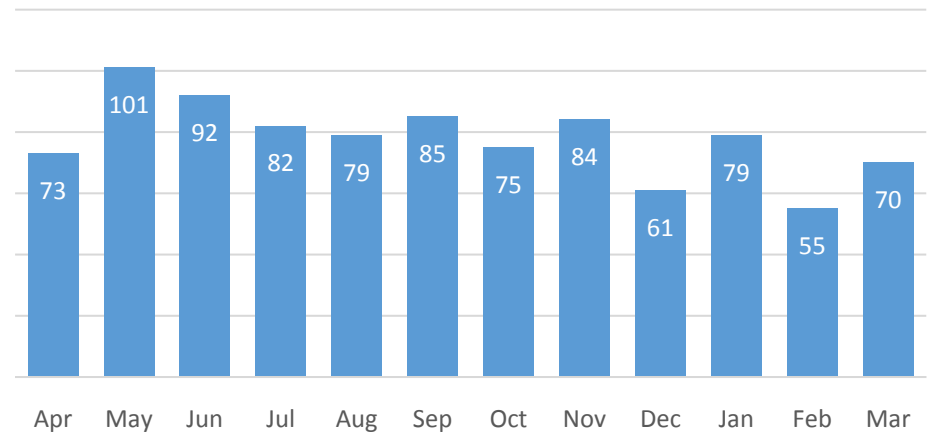
#### 5. Number of Well-being Assessments completed by outcome March 2019



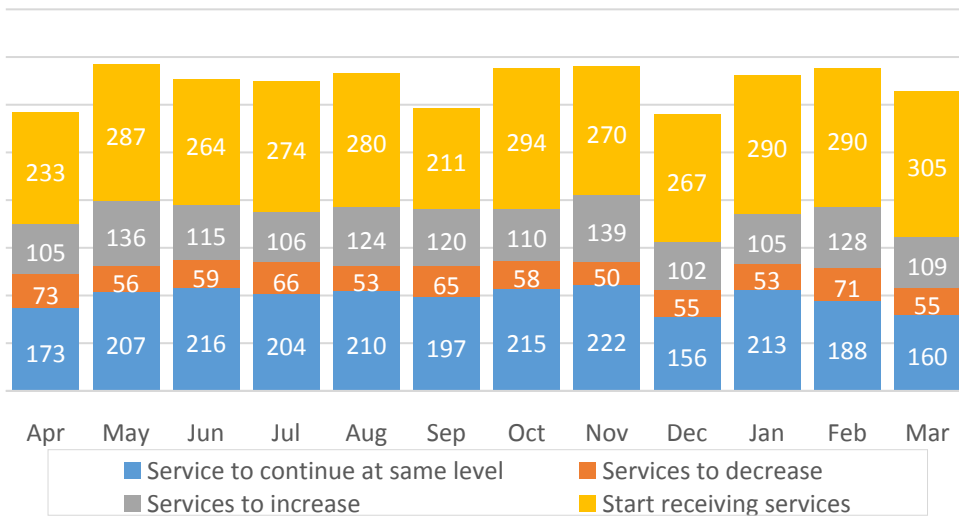
#### 6. Number of Well-being Assessments - Proportionate and Full Assessments completed by month



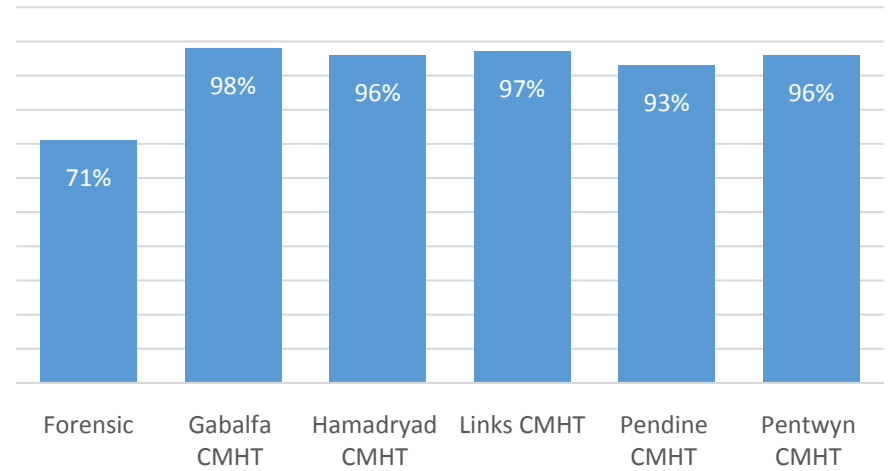
#### 7. Number of Well-being Carers Assessments completed by month



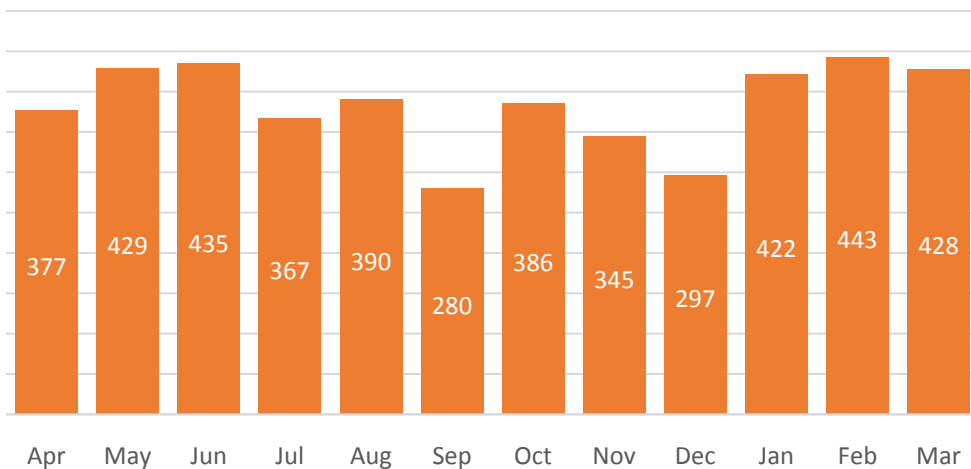
### 8. Number of Care & Support Plans completed by outcome



### 9. Mental Health – Percentage of people with and Care and Treatment Plan



### 10. Number of Care & Support Plan reviews completed



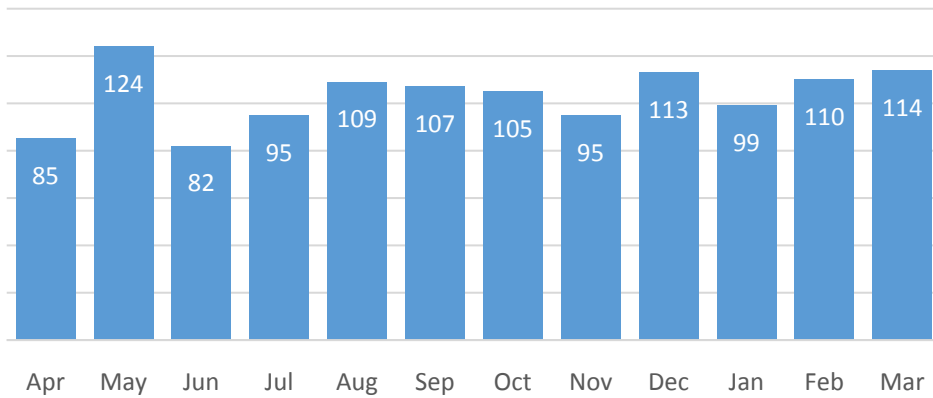
### 11. Number of pending reviews (April 2018 – March 2019)

| Team                            | Total Pending |
|---------------------------------|---------------|
| Adult Assessment                | 14            |
| Case Management Team            | 15            |
| City Centre Team                | 4             |
| Community Drug and Alcohol Team | 3             |
| Hospital - Llandough            | 7             |
| Hospital - UHW                  | 15            |
| Learning Disabilities           | 171           |
| MHSOP                           | 30            |
| Review Team                     | 274           |
| <b>Total</b>                    | <b>533</b>    |

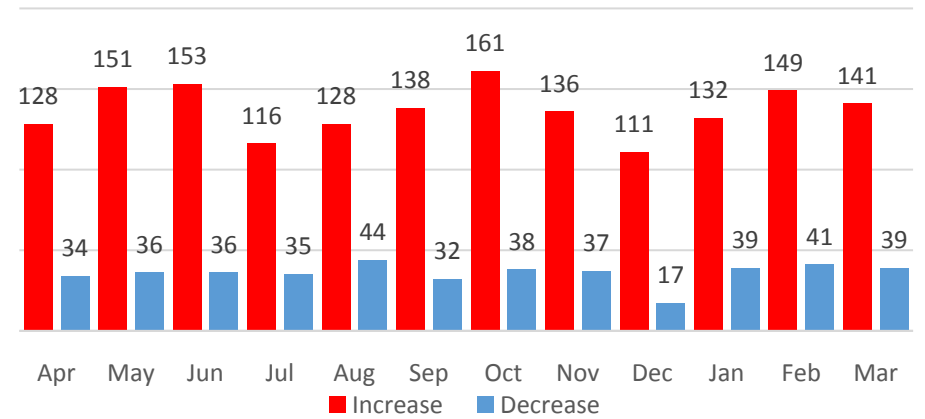
| What is working well?  | What are we worried about?  | What do we need to do?   |
|--|---|--|
| <p>Page 54</p> <ul style="list-style-type: none"> <li>• A number of contracts with Voluntary Organisations have a strong prevention focus; these provide good value for money and achieve good outcomes.</li> <li>• We have some good examples of including people in the commissioning process to drive up quality in provision, e.g. supported living tender.</li> <li>• We have a commissioning framework and contract management framework that clearly sets out our key commissioning priorities and our approach.</li> <li>• Positive examples of regional commissioning activities, e.g. development of joint escalating concerns process, Advocacy Gateway for adults, Learning Disability Strategy.</li> <li>• Significant work with Supported Living team to remove £500k overspend over last year. Closure of inappropriate and old stock. Improved management of vacancies.</li> </ul> | <ul style="list-style-type: none"> <li>• Delays in the setting of 2018/19 fees for providers and the risk of legal challenge.</li> <li>• Number of care homes and domiciliary providers in escalated concerns reduces the opportunity for proactive work to improve quality.</li> </ul> | <ul style="list-style-type: none"> <li>• A new approach that focuses on planned visits that prevent the need to instigate the Escalating Concern process is required.</li> <li>• Recommissioning of domiciliary care will provide an opportunity to introduce an outcome-focused approach to measuring quality.</li> <li>• Cost of care exercise to establish openness and transparency in the cost of care home provision</li> <li>• Continue to implement new model of day opportunities.</li> </ul> |

- Average age of people in entering of residential care is 84 (median age is 86) during Q4 2018-19
- Average length of time adults (aged 65 or over) are supported in residential care homes is 925 days – Q4 2018-19

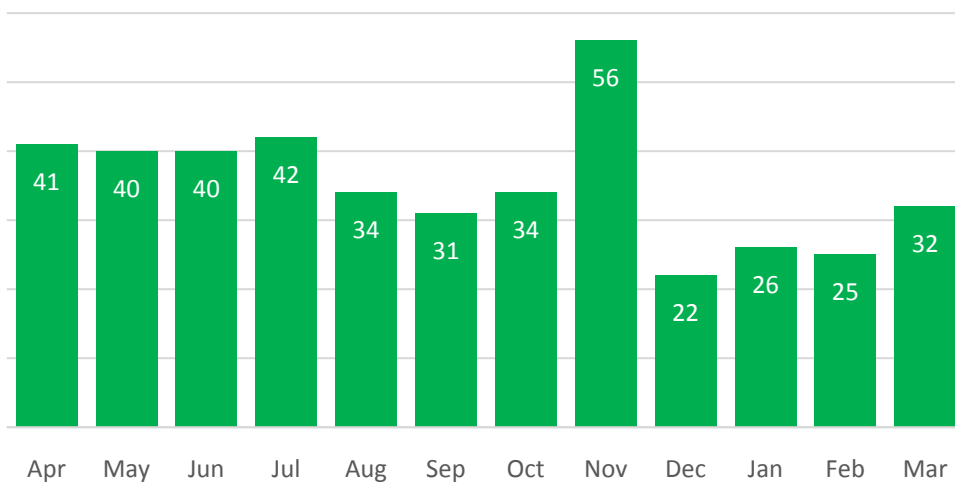
### 1. Domiciliary - New Contracts Agreed



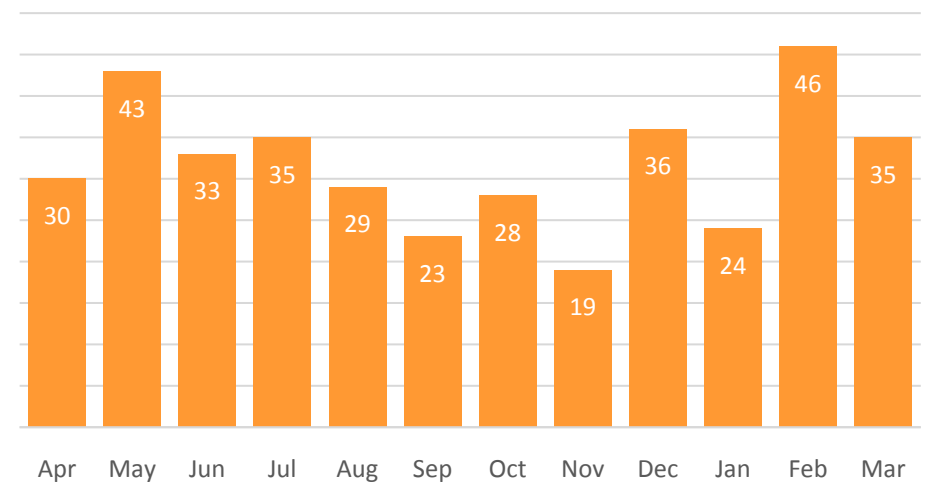
### 2. Domiciliary Care – contract variations



### 3. Residential Care Home - New Contracts Agreed

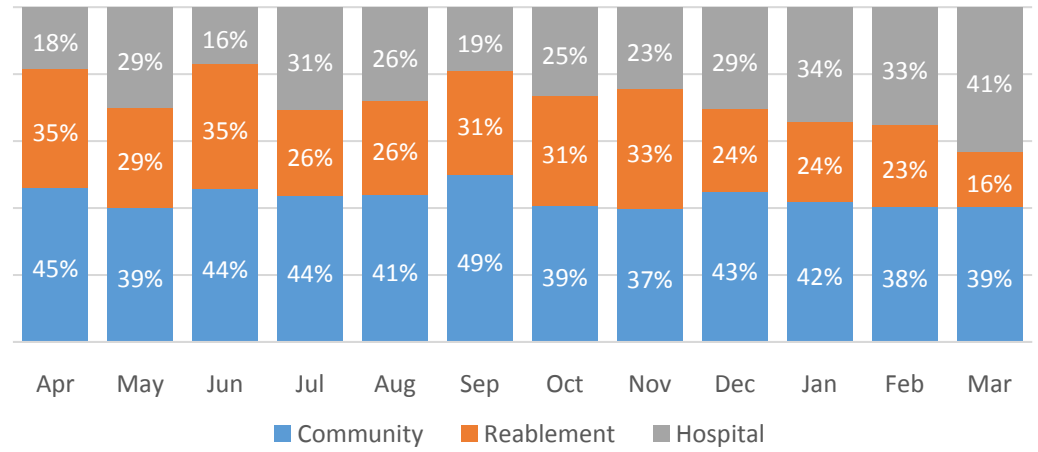
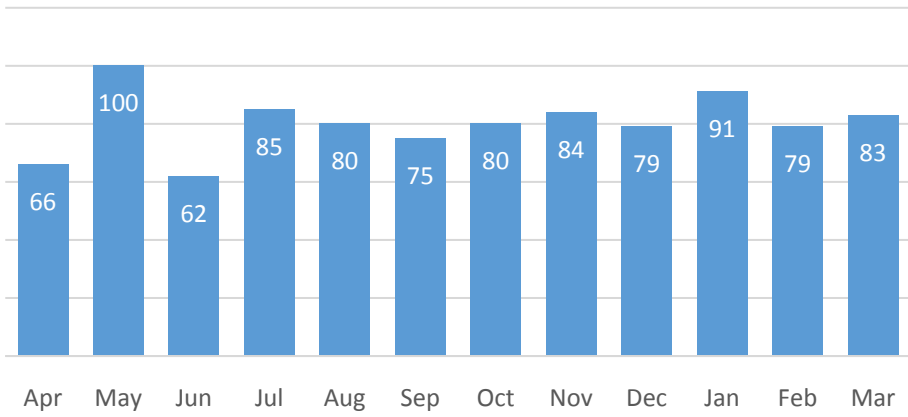


### 4. Nursing Care Home - New Contracts Agreed



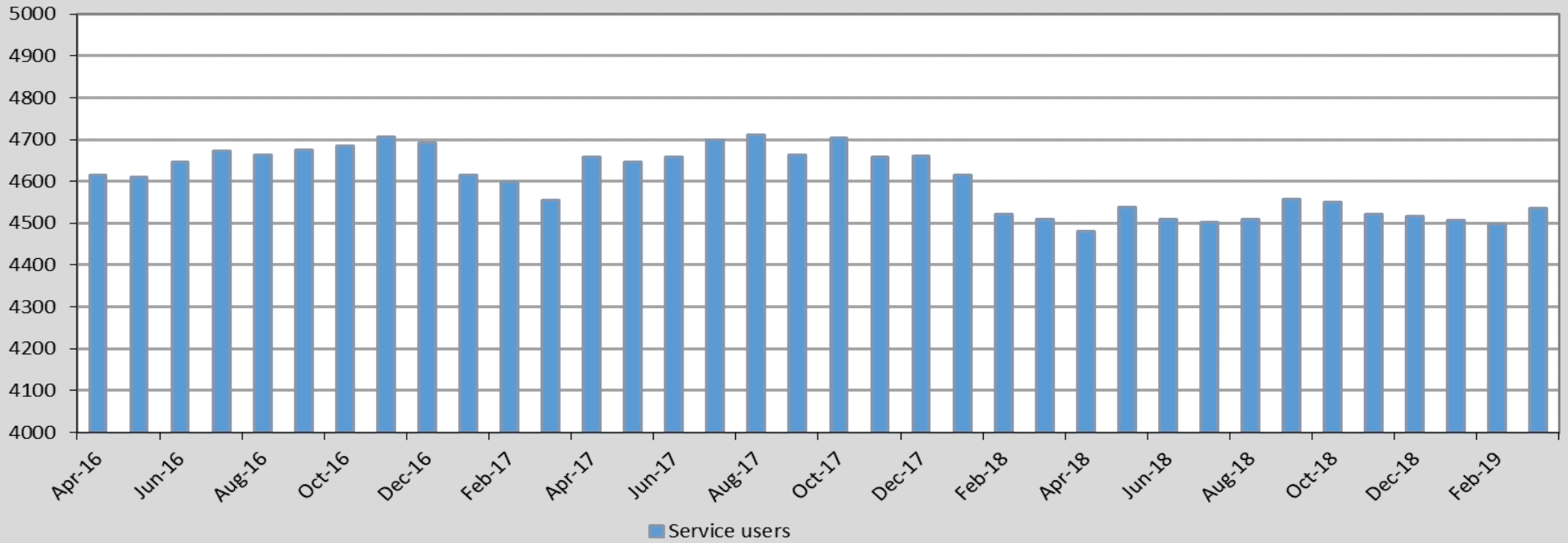
### 5. Number of referrals into Brokerage

### 6. Referrals into Brokerage by source



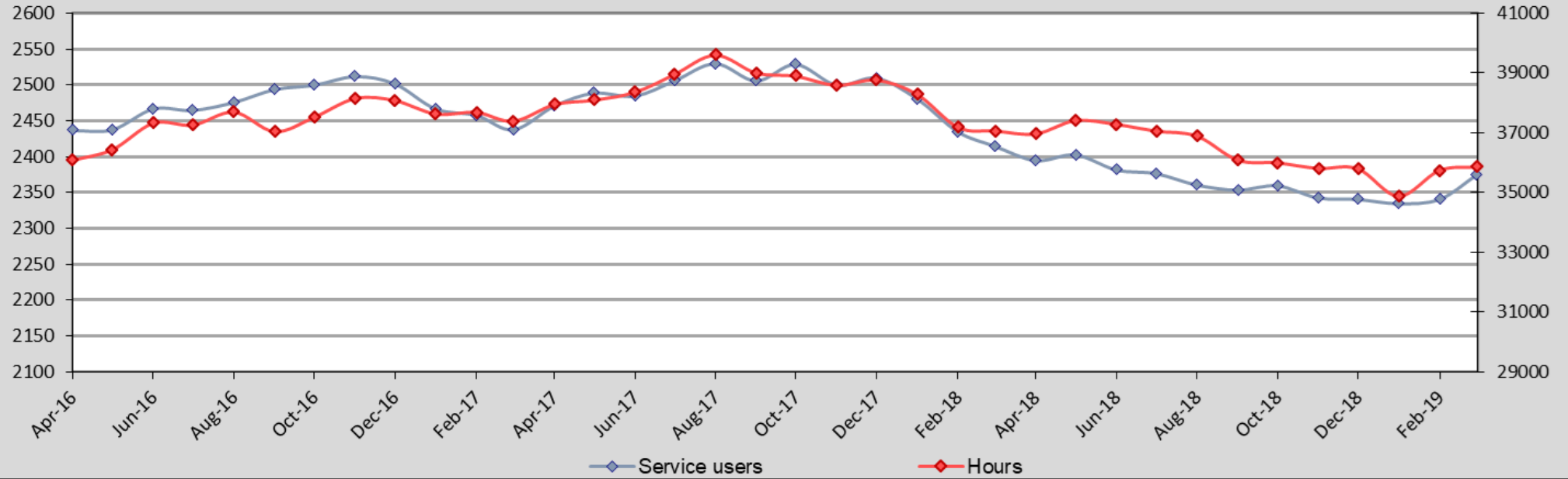
### 7. Number of Care and Support Packages

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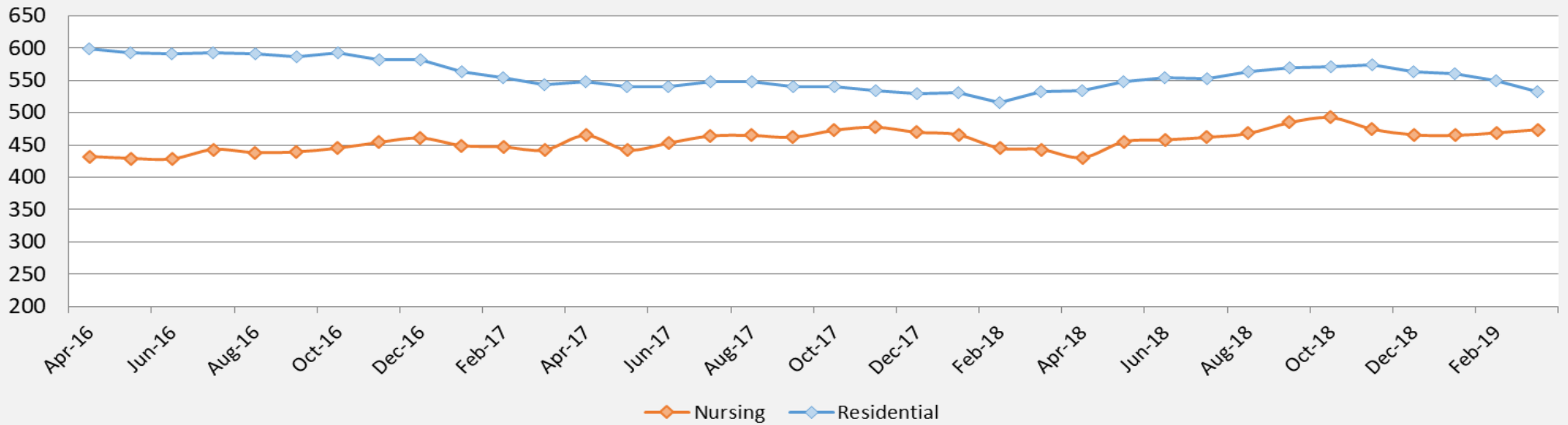




### 8. Number of people and hours - Domiciliary Care



### 9. Number of people - Residential & Nursing Care



## Safeguarding (Adult)

| What is working well?   | What are we worried about?   | What do we need to do?   |
|---|--|--|
| <ul style="list-style-type: none"> <li>An action plan has been developed to work on a number of areas ahead of the implementation of the new operating model. Quarter 4 performance against the 7 day enquiry target has improved.</li> </ul> | <ul style="list-style-type: none"> <li>Training around understanding an 'adult at risk' is required.</li> <li>Management of investigations.</li> </ul> | <ul style="list-style-type: none"> <li>Delivery of 'adult at risk' training has commenced.</li> <li>Audit underway to understand reasons for delay.</li> </ul> |

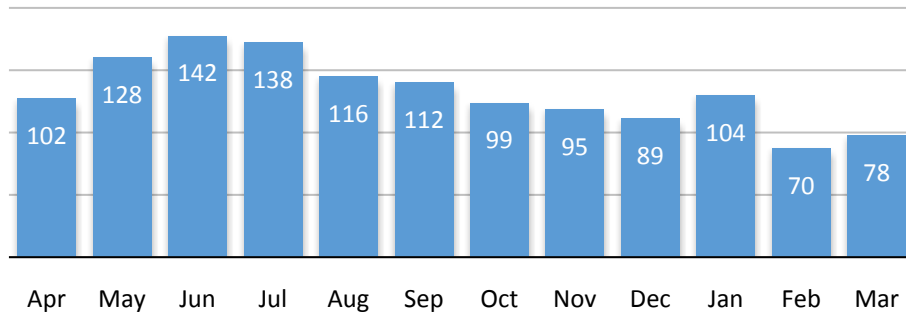
### Key Statistics

- Adult Safeguarding weekly monitoring of contacts completed report commenced 1<sup>st</sup> October 2018

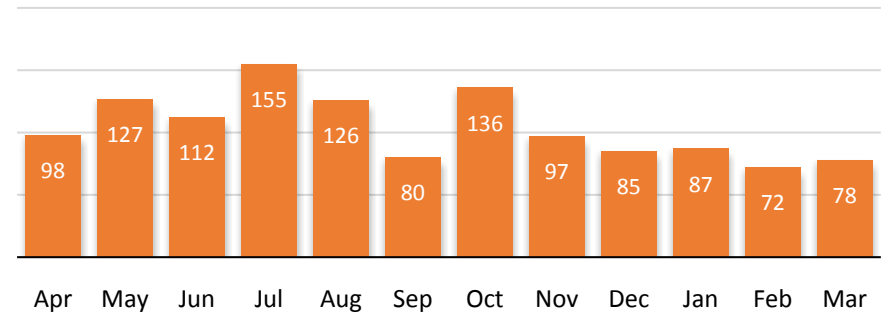
### Contracts & Service Development Team Escalating concerns – March 2019

| Domiciliary                          |    | Residential/Nursing Care Homes       |   |
|--------------------------------------|----|--------------------------------------|---|
| Provider Performance Meetings        | 2  | Provider Performance Meeting         | 4 |
| Joint Interagency Monitoring Panel   | 0  | Joint Interagency Monitoring Panel   | 1 |
| Closure Procedure (HOSG)             | 0  | Closure Procedure (HOSG)             | 0 |
| Number of issues reported            | 18 | Number of issues reported            | 7 |
| Escalating concerns processes closed | 0  | Escalating concerns processes closed | 0 |

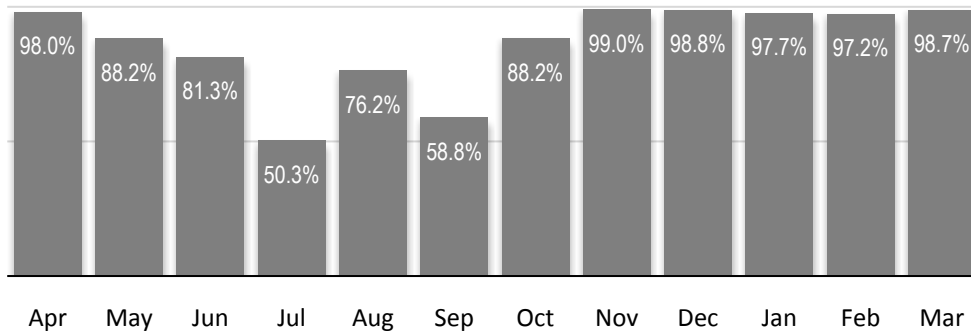
### 1. Number of contacts received



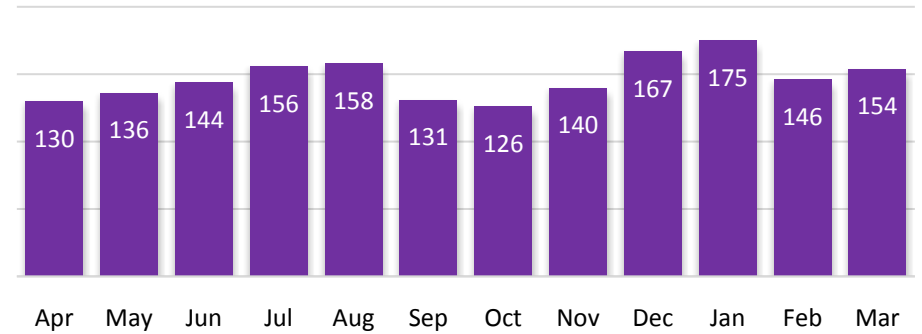
### 2. Number of contact records completed



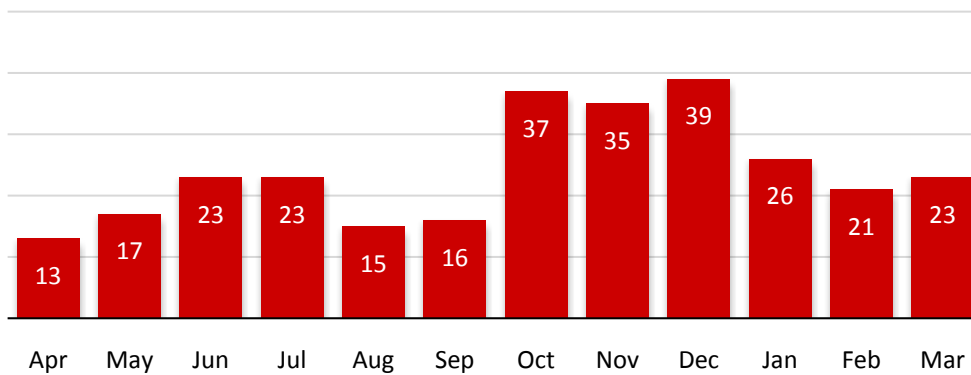
### 3. Percentage of contacts completed within 7 days



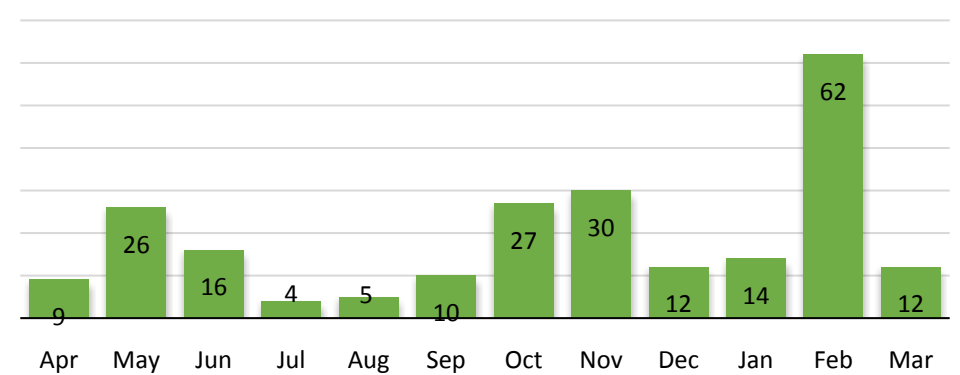
### 4. Number of pending investigations



### 5. Number of investigations started



### 6. Number of investigations completed



# Managing People, Resources, Systems and Processes

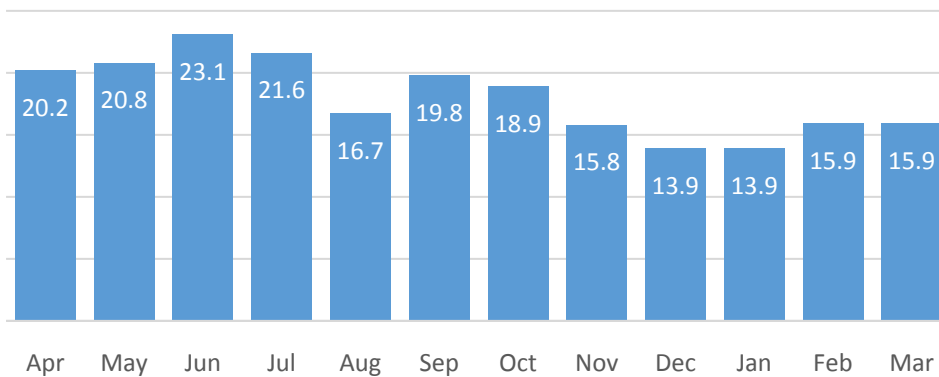
| What is working well?   | What are we worried about?   | What do we need to do?   |
|---|--|--|
| <ul style="list-style-type: none"> <li>• Good staff retention across Adult Services, low levels of agency workforce.</li> </ul> | <ul style="list-style-type: none"> <li>• Impact of sickness levels in key service areas</li> <li>• Recruitment specifically into Grade 8 and Approved Mental Health Practitioner (AMHP) vacancies is difficult.</li> </ul> | <ul style="list-style-type: none"> <li>• Improved use of Matrix to fill vacancies.</li> <li>• Workforce planning for AMHPs.</li> <li>• Develop training matrix to set out mandatory training by role.</li> </ul> |

## Key Statistics

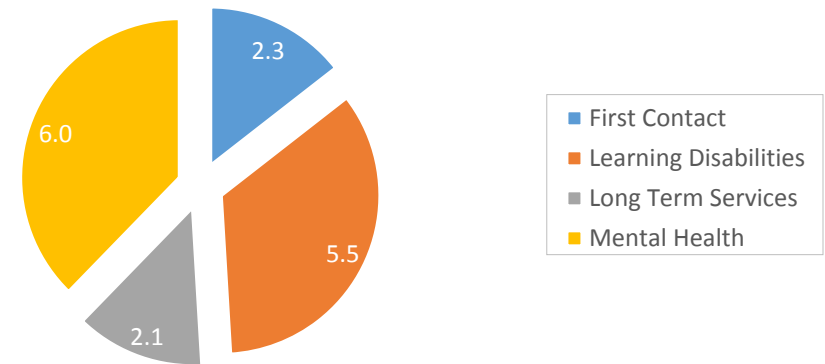
- Sickness rate (FTE) target for 18-19 is 16.5
- Top 4 reasons for sickness (March-19):
  1. Chest-respiratory
  2. Stomach-liver-kidney
  3. Infection
  4. Eye-Ear-Nose-Mouth

- Return to work interviews Quarter 4 – 99% (208 total, 2 pending)
- Trigger interviews completed Quarter 4 – 93.7% (109 total, 4 pending, 1 missed)

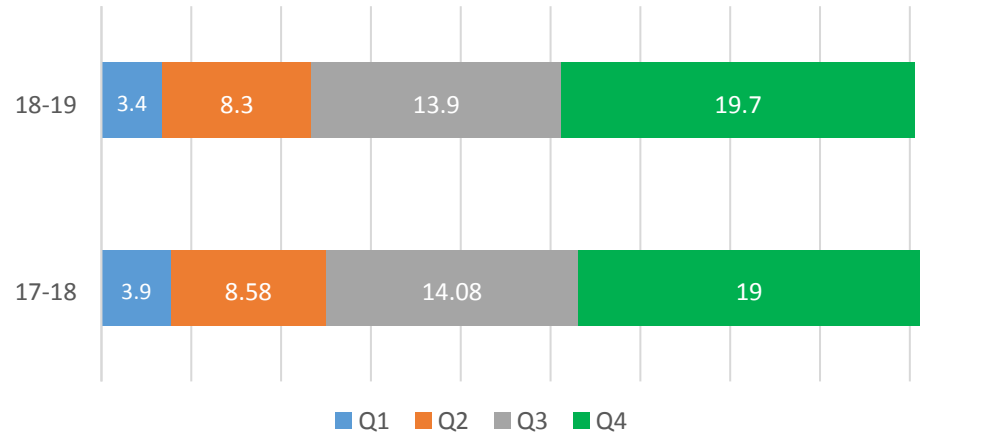
### 1. Number of social work vacancies



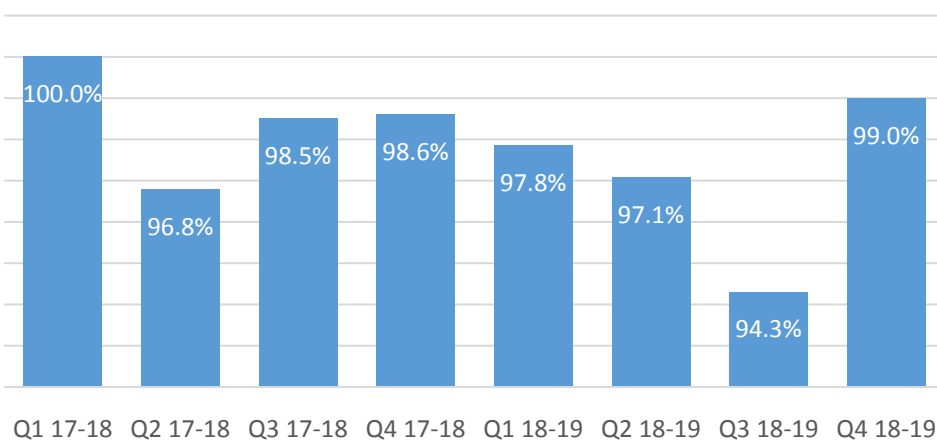
### 2. Social work vacancies by service area March 2019



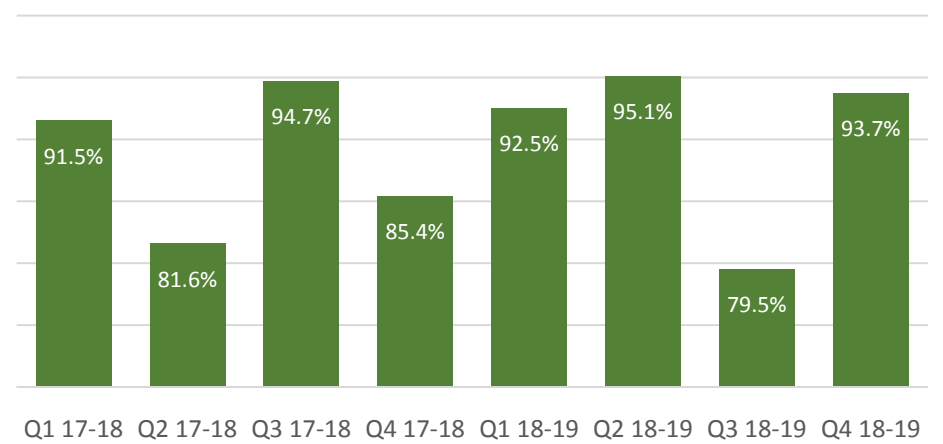
### 3. Sickness Rate (FTE)



### 4. Percentage of return to work interviews completed



### 5. Percentage of trigger interviews completed



| What is working well?  | What are we worried about?   | What do we need to do?   |
|--|--|--|
| <ul style="list-style-type: none"> <li>• Listening to people, giving them choice and control</li> <li>• Wide range supported living accommodation with good monitoring practices.</li> <li>• Engagement exercises undertaken in adult mental health services leading up to the Community Services Review. People wanted to be listened to and treated with respect. They didn't want to repeat their story a number of times - numerous assessments by different services. The strong emphasis on co-production and service user involvement in mental health can be harnessed as a powerful asset in quality improvement work.</li> </ul> | <ul style="list-style-type: none"> <li>• Consistency of practice across all teams.</li> <li>• There is a need to ensure consistency of quality assurance processes to support practice improvement.</li> </ul> | <ul style="list-style-type: none"> <li>• Introduction of strength based practices. A major programme of work to embed strength based approaches in partnership with Social Care Wales launched in April 2019.</li> <li>• Implement a Quality Assurance Panel to work on ensuring consistency of quality assurance process and embed learning from audits and celebrate success.</li> </ul> |

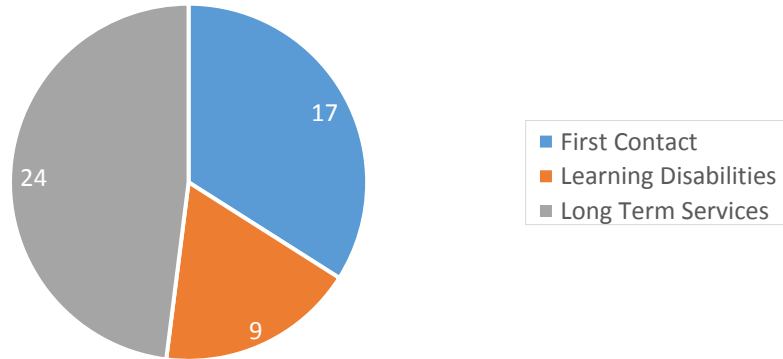
## Key Statistics

- 2017-18 Survey for Adults sent to 1,825 (1,232 deemed inappropriate to send. Response rate 35% (711 surveys)

- 2017-18 Survey for Carers sent to 348 (19 deemed inappropriate to send. Response rate 35% (122 surveys)
- 2018-19 Survey for Adults (as at 30<sup>th</sup> April 2019): sent to : 3050, response rate 33% (1002) \*
- 2018-19 Survey for Carers (as at 30<sup>th</sup> April 2019): sent to 343, response rate 36% (122) \*

*\*please note these are indicative figures*

### 1. Case file audits completed during the year



### 2. Compliments & Complaints Q4 2018-19

#### Compliments & Complaints

| Stage 2 complaints  | No. |
|---------------------|-----|
| Open                | 0   |
| Initiated during Q4 | 0   |
| Closed during Q4    | 1   |
| Open at 31.03.2019  | 0   |

| Q4 Compliments |
|----------------|
| 20             |

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# Adult Services Performance Report Quarter 4 2018-19

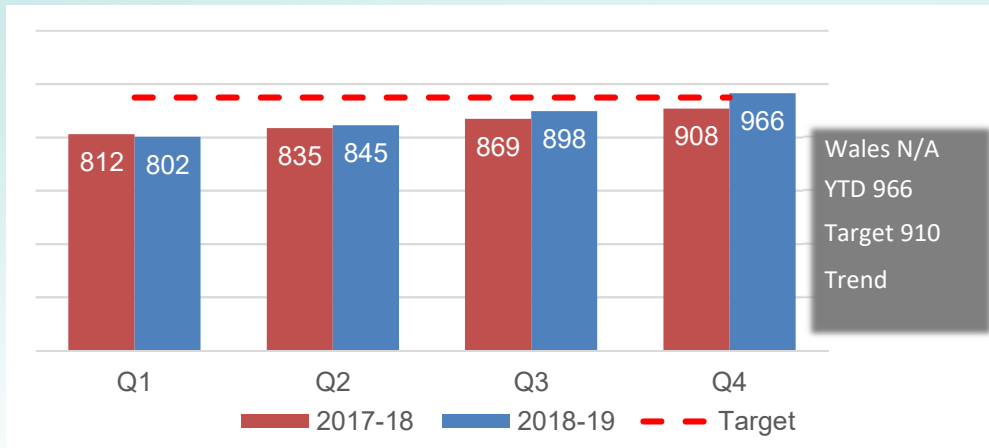


Gweithio dros Gaerdydd, gweithio gyda'n gilydd  
Working for Cardiff, working together



# Key Performance Indicators – Corporate Plan

## Children and adults in need of care and support using the Direct Payments Scheme

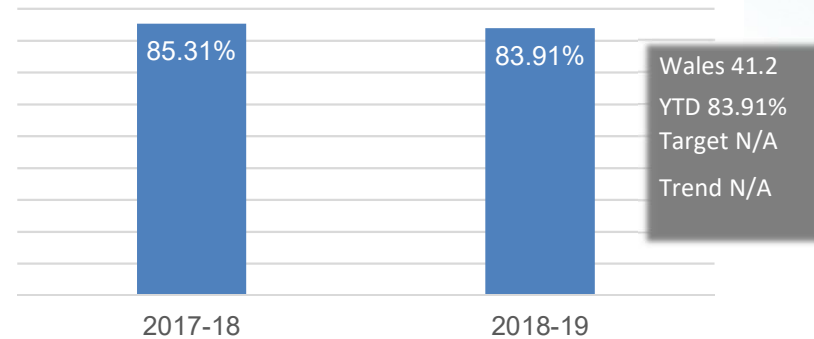


966 children and adults were receipt of Direct Payments during the year (192 children and 784 adults); 10 people feature in both children’s and adult data due to turning 18 during the year. The number of children working towards a Direct Payment at the end of the year was 24, and the number of adults working towards a Direct Payment was 37.

Page 66

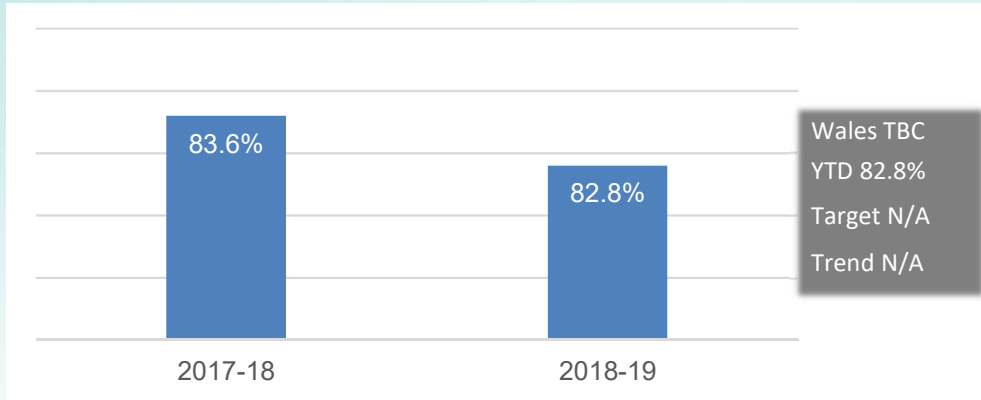
83.9% (678 / 808) who completed reablement had a reduced package of care and support 6 months later and 76.9% (621 / 808) had no package 6 months later

## Percentage of adults who completed a period of reablement (a) and have a reduced package of care and support 6



# Key Performance Indicators – Corporate Plan

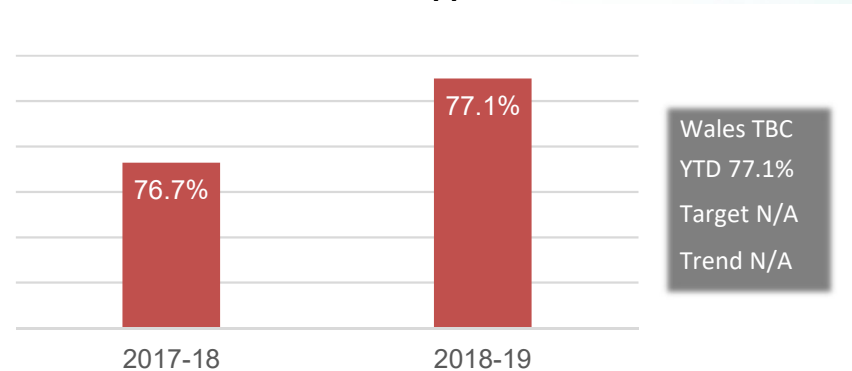
## Adult who are satisfied with the care and support they receive



82.8% of adults reported in our annual survey that they are satisfied with the care and support they receive (indicative result).

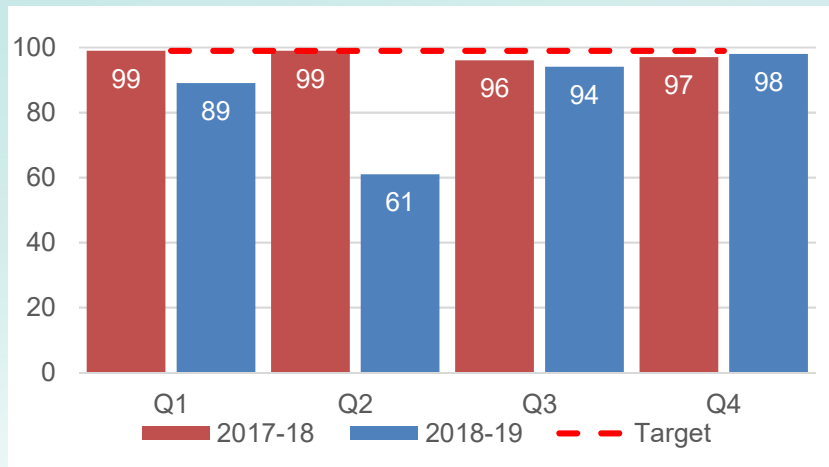
77.1% of adults reported in our annual survey that they felt involved in any decisions made about their care and support (indicative result).

## Adults reporting that they felt involved in any decisions made about their care and support



# Key Performance Indicators – Directorate Delivery Plan

## Percentage of adult protection enquiries completed within 7 days



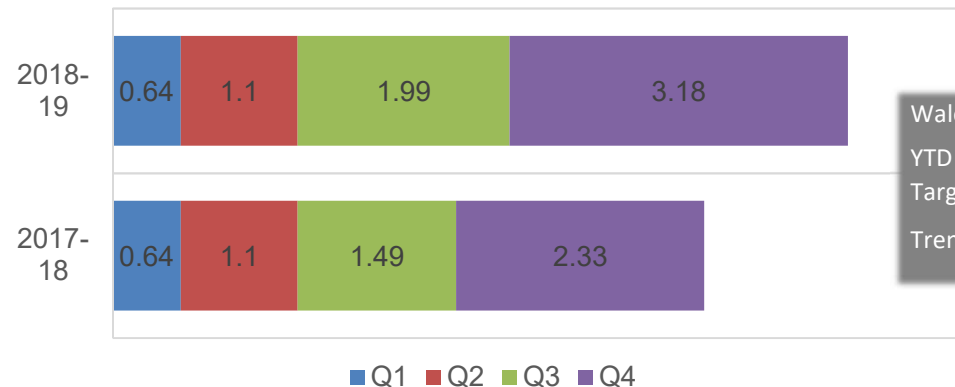
Wales 85.2%  
YTD 84%  
Target 99%  
Trend

A review of adult safeguarding took place following concerns regarding timeliness of decision making in the first half of the year. The strengthened management that followed has resulted in performance improving in the second half of the year, but it continues to be closely monitored by the Operational Manager via weekly reports.

Page 68

Total number of DToCs for March 2019 was 37 compared to 49 for February 2019, a decrease in a month of 24%; the number is 21% lower than the same period last year March 2018, which was 47.

## Rate of delayed transfers of care for social care reasons aged 75+



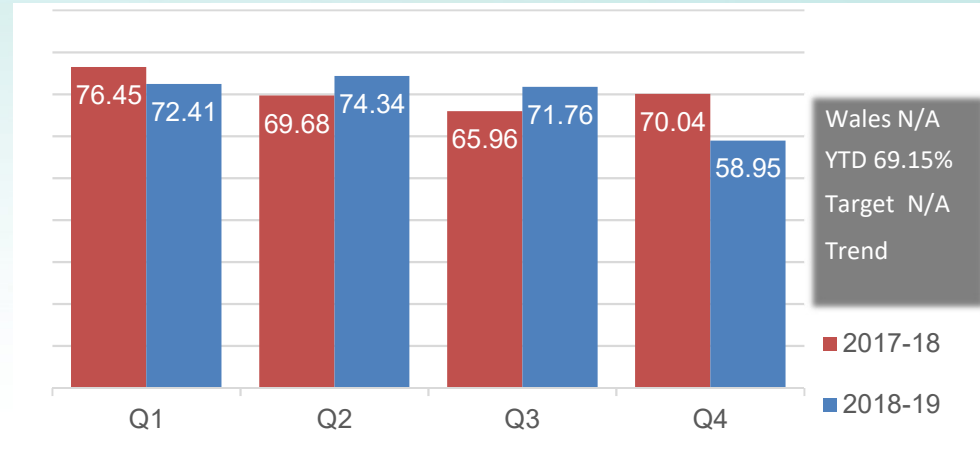
Wales 3.5  
YTD 3.18  
Target 2.33  
Trend



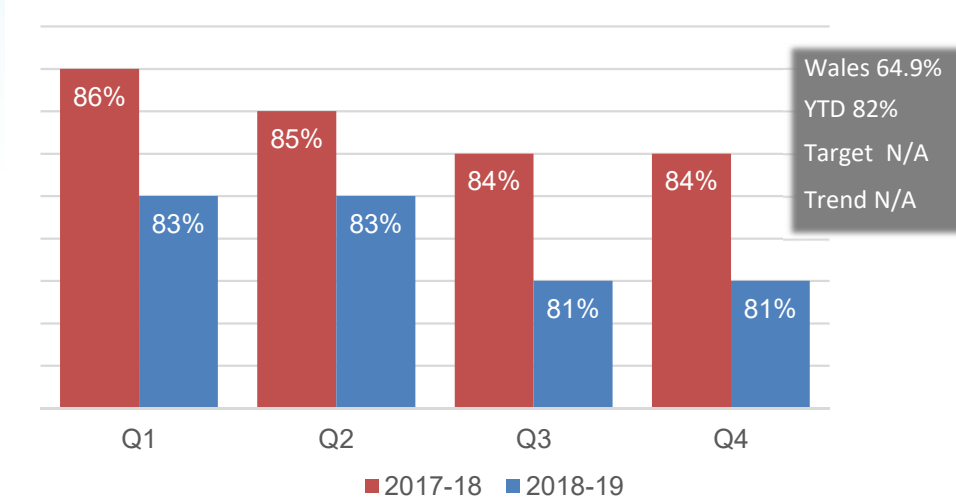
# Key Performance Indicators – Directorate Delivery Plan

During the year 69.2% (742 / 1,073) of people were helped back to independence without ongoing care services, through short term intervention.

Percentage of people helped back to independence without ongoing care services, through short term intervention



Percentage of adults who have received advice and assistance from the information, advice and assistance service and have not contacted the service for 6 months

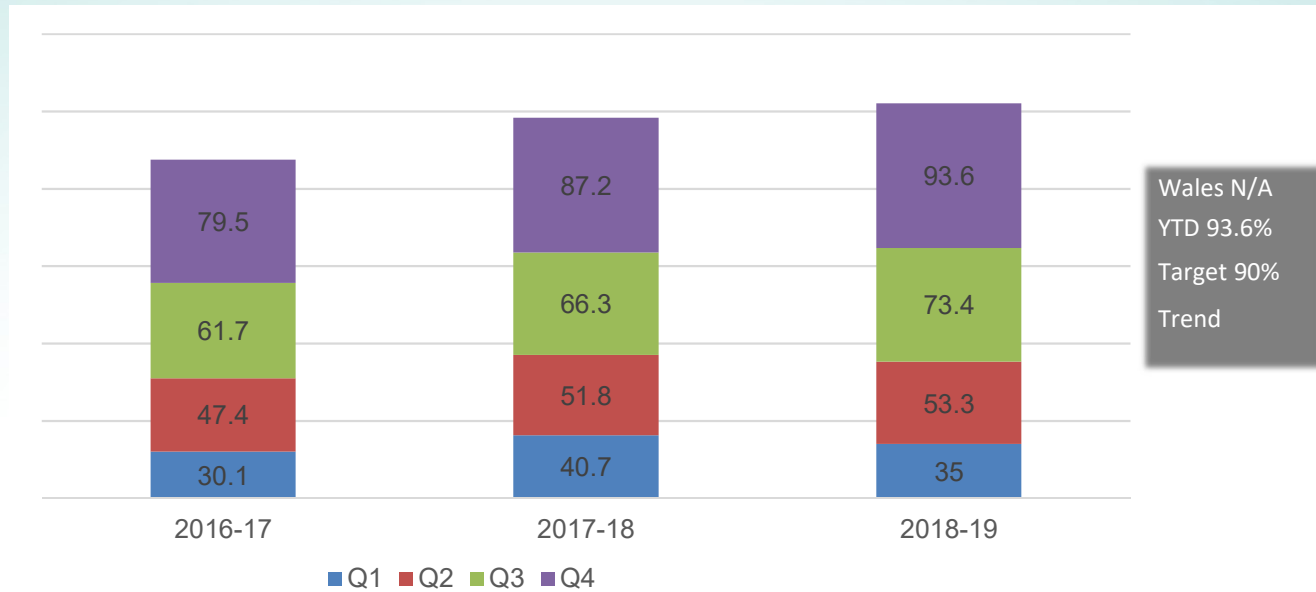


During the year 81.1% (1,790 / 2,207) of adults who received support from the information, advice and assistance service (IAA) did not contacted the service again during the year



# Key Performance Indicators – Directorate Delivery Plan

Percentage of carers (of adults) aged 18 or over known to social services who were offered an assessment or review of their needs in their own right during the year

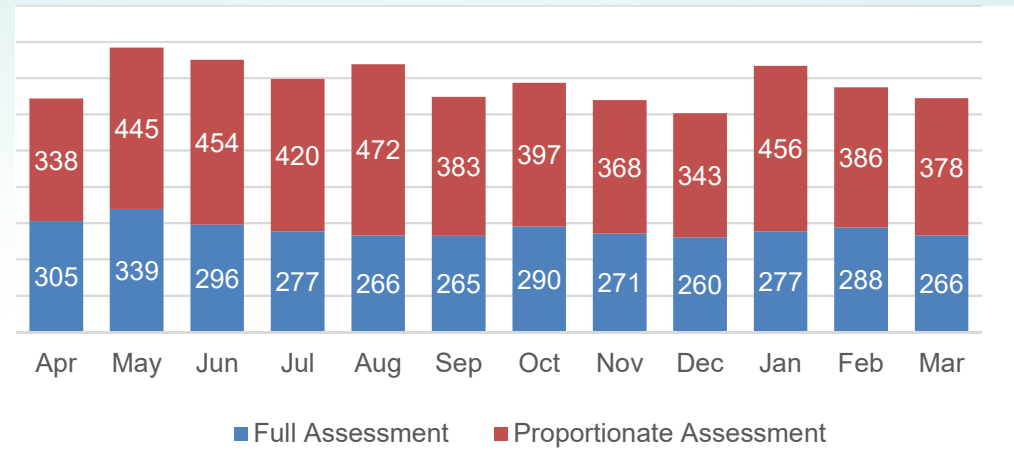


93.6% (3,139 / 3,353) of eligible adults who are caring for adults were offered a carers assessment during the year; 936 carers assessments were completed.



# Well-being Assessments

Number of Well-being Assessments - Proportionate and Full Assessments completed by month

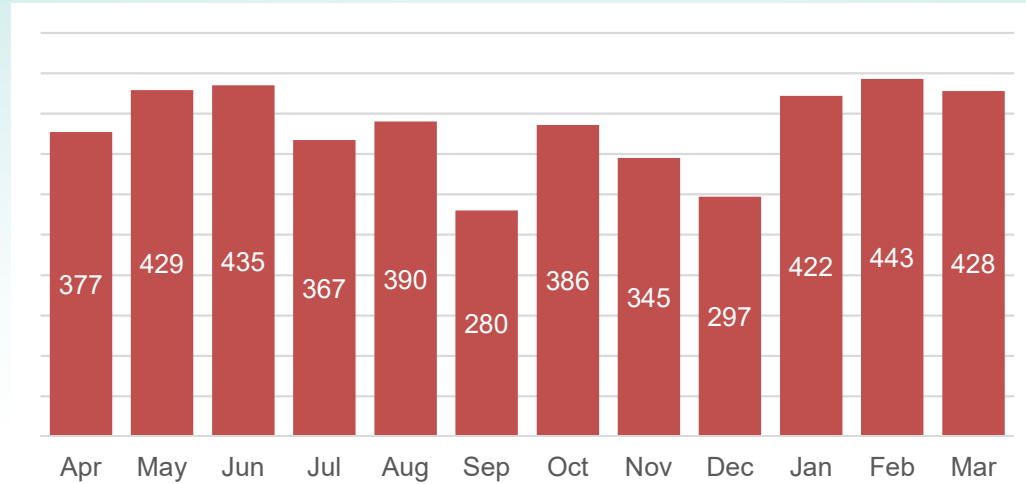


2,051 well-being assessments were completed in Quarter 4



# Care & Support Plan Reviews

Number of Care & Support Plan reviews completed



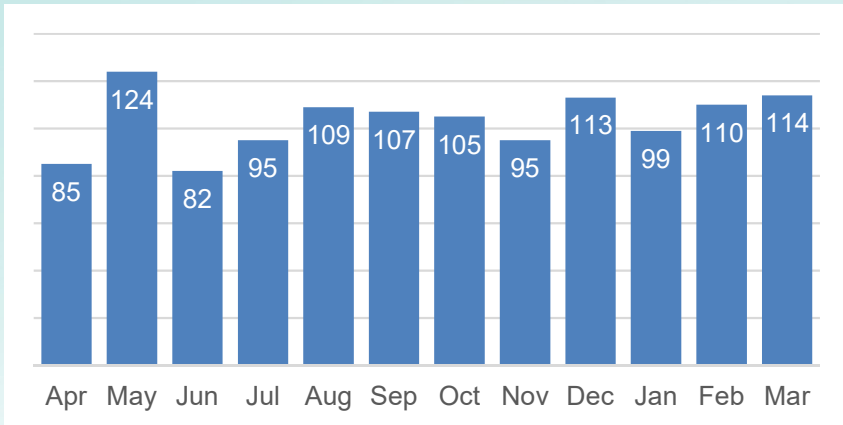
1,293 reviews of care & support plans were completed in Quarter 4, an increase from 1,028 in Quarter 3; 4,599 reviews completed during the year.



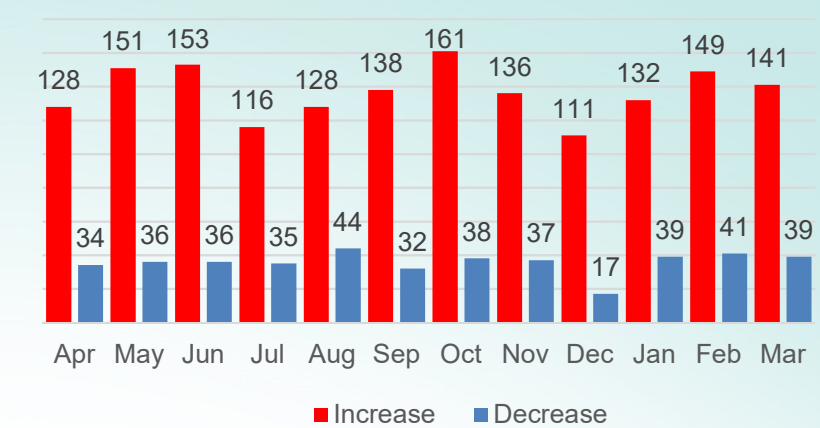


# Commissioning & Service Provision

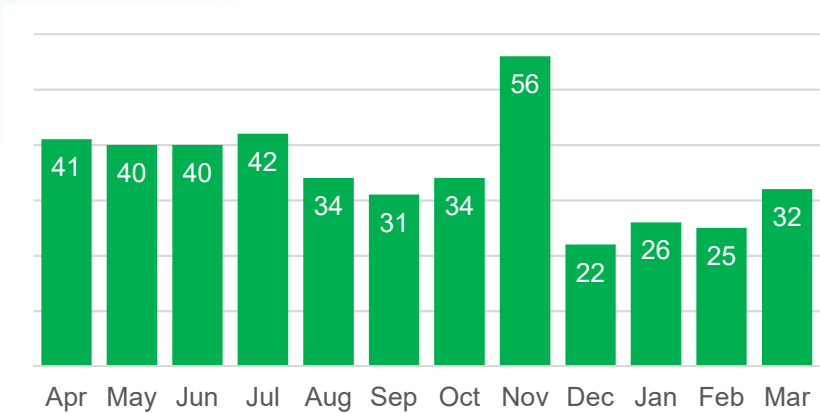
**Domiciliary - New Contracts Agreed**



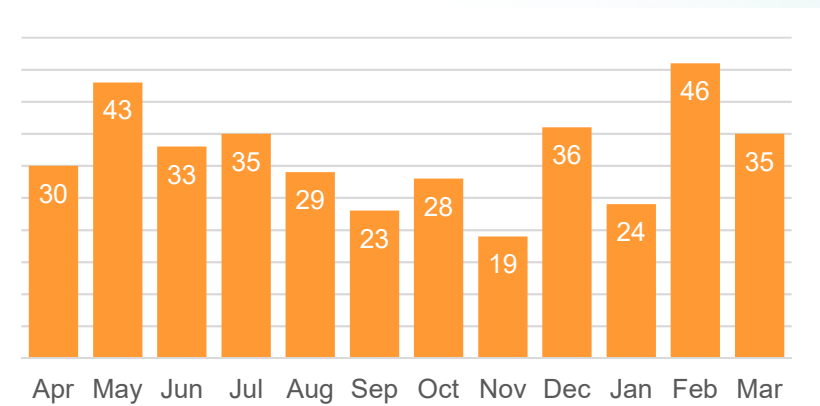
**Domiciliary Care – contract variations**



**Residential Care Home - New Contracts Agreed**

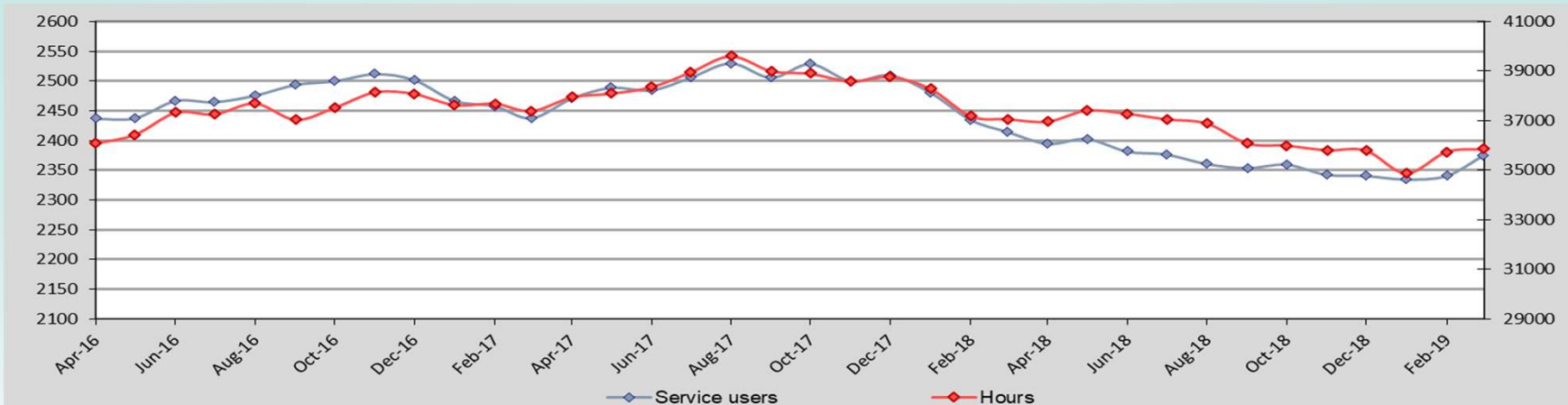


**Nursing Care Home - New Contracts Agreed**

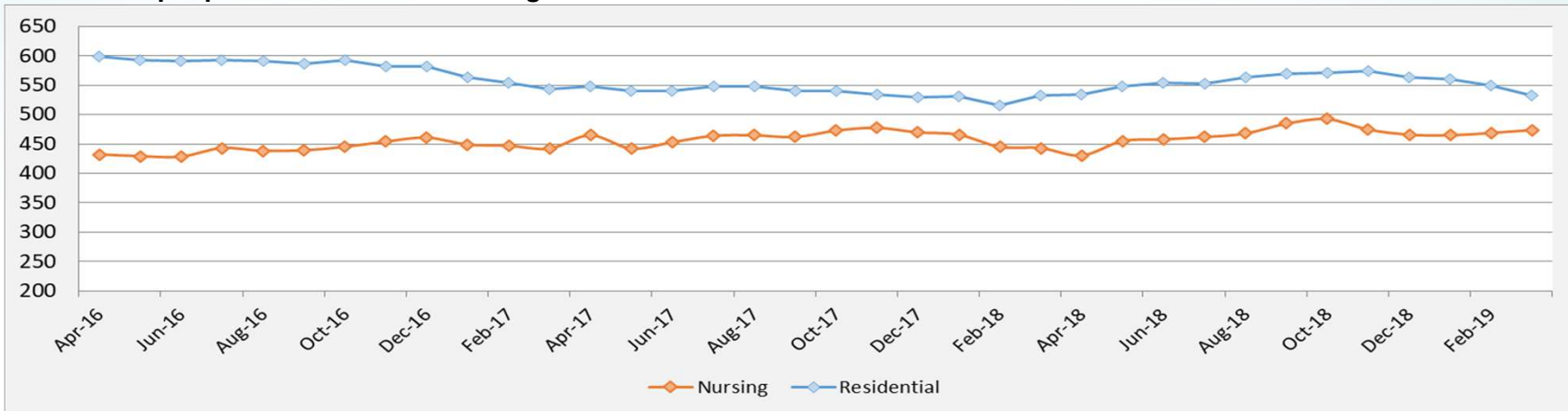


# Commissioning & Service Provision

## Number of people and hours - Domiciliary Care



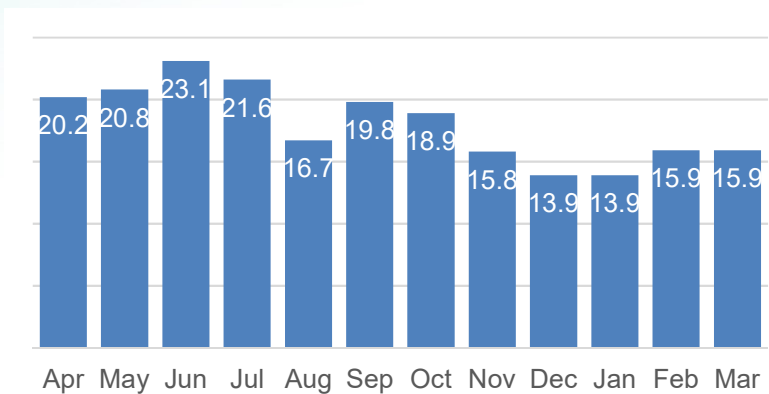
## Number of people - Residential & Nursing Care



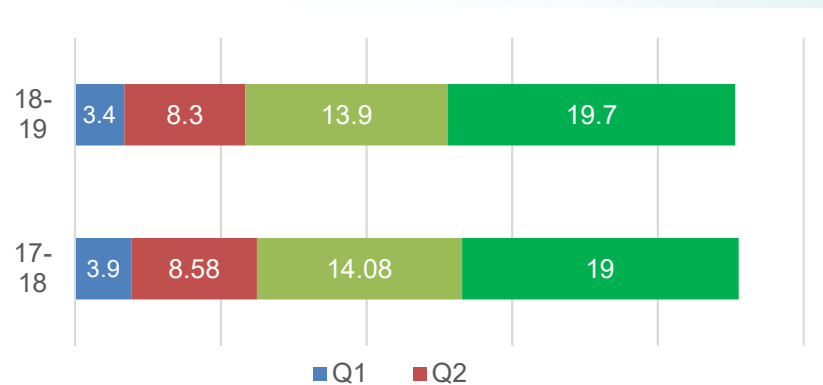
# Workforce

- Sickness rate (FTE) target for 2018-19 was 16.5
- Top 4 reasons for sickness (March 2019):
  - Chest-respiratory
  - Stomach-liver-kidney
  - Infection
  - Eye-Ear-Nose-Mouth

Number of Social Worker Vacancies



Sickness Rate (FTE)



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**CYNGOR CAERDYDD  
CARDIFF COUNCIL****COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE**

5 June 2019

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**CORRESPONDENCE REPORT**

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**Background**

1. Following most Committee meetings, the Chair writes a letter to the relevant Cabinet Member or officer, summing up the Committee's comments and recommendations regarding the issues considered.
  
2. At the Committee meeting on 1 May 2019, Members received an update detailing the correspondence sent and received up to that meeting. Since then, additional correspondence has been sent. The current position is set out below:
  - i. *Awaiting a response*– from the Chair to the Cabinet Member for Social Care, Health and Well-Being, providing the Committees comments on the Joint Commissioning Strategy for Adults with a Learning Disability
  - ii. *No Response Required* – from the Chair to the Cabinet Member for Social Care, Health and Well-Being, providing the Committees comments on the Vulnerable Persons Resettlement Scheme
  - iii. *No Response Required* – from the Chair to the Cabinet Member for Housing & Communities, providing the Committees comments on the Council House Building Strategy.
  
3. Copies of the Chair's letters and responses received can be found on the Council's website page for the relevant Committee meeting, with a hyperlink provided at the top of the page, entitled '*Correspondence Following Committee Meeting*'. Access to the page can be found [here](#).

## **Way Forward**

4. During their meeting, Members will have the opportunity to reflect on the correspondence update.

## **Legal Implications**

5. 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**

6. 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 reflect on the update on committee correspondence.

**Davina Fiore**

**Director - Governance and Legal Services**

**30 May 2019**

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**CYNGOR CAERDYDD  
CARDIFF COUNCIL**

**COMMUNITY AND ADULT SERVICES SCRUTINY COMMITTEE**

**5 June 2019**

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**WORK PROGRAMMING**

---

**Purpose of the Report**

1. For Members' to consider the proposed schedule of Community and Adult Services Scrutiny Committee's meeting dates attached at **Appendix A**.
2. To consider the provisional agenda items for July & September Committee and decide which items they would like prioritised. The Committee's 2018/19 Work Programme detailing the provisional items is attached at **Appendix B**.
3. To present information that will enable Members to discuss and agree the way forward for constructing and agreeing the work programme for 2019/20.

**Proposed Dates of Committee Meetings**

4. At the Annual General Meeting (AGM) of Council on 23 May 2019, Members considered the calendar of Committee Meetings, September 2019 - August 2020 and agreed these as provisional dates subject to further consultation with Chairs and Committee following the AGM. There are ten scheduled meetings for this Committee July 2019 – July 2020. The dates of these meetings are:

- i. 3 July 2019
- ii. 11 September 2019
- iii. 9 October 2019
- iv. 6 November 2019
- v. 4 December 2019
- vi. *No meeting currently scheduled in January 2020*
- vii. Between 11 February 2020 – 18 February 2020
- viii. 4 March 2020
- ix. *No meeting currently scheduled in April 2020*
- x. 6 May 2020
- xi. 3 June 2020
- xii. 8 July 2020.

5. Members are asked to note the following:

- I. Committee meetings are scheduled to start at 4.30pm apart from the February 2020 Committee meeting, which is dedicated to scrutiny of budgetary proposals and is likely to take place during the day, rather than at 4.30pm
- II. The date for October 2019 Committee is currently scheduled for the day before Cabinet.
- III. There is no meeting currently scheduled for the months of January or April 2020.
- IV. The Joint Committee meeting with Children and Young People Scrutiny Committee to consider the Local Authority Social Services Annual Report 2018/19 is provisionally scheduled for 26 June 2019.

6. Members are requested to consider the proposed dates outlined above and discuss whether any amendments to these dates are required. To assist Members, the full calendar of council meetings is attached at **Appendix A.**

7. Attached at **Appendix B** is the draft CASSC work programme which provides provisional agenda items for the July & September Committee Meetings. Members are requested to consider which items they would like prioritised.

### **Work Programme 2019/20**

8. The Constitution states that each Scrutiny Committee will set its own work programme for the forthcoming year (Scrutiny Procedure Rule 7). The Committee is tasked with constructing a work programme for the year ahead that ensures the time available to the Committee is used most effectively, by considering items that maximise the impact of scrutiny in a timely fashion.

9. This Committee's terms of reference give the Committee responsibility for scrutinising, measuring and actively promoting 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 First
- Advice and Benefits
- Consumer Protection
- Older Persons Strategy
- Adult Social Care
- Community Care Services
- Mental Health and Physical Impairment
- Commissioning Strategy
- Health Partnership

10. In addition, this Committee is the designated Crime & Disorder Scrutiny Committee for the Council and as such has responsibility for scrutinising the Community Safety Partnership.

## Developing a Work Programme

11. The Committee constructs the work programme at the beginning of the municipal year and it is updated periodically during the year. Over the years, Scrutiny Services has developed various tools that Members can use to assist them to develop and prioritise a work programme.
12. The first stage is to identify potential work programme items for consideration and prioritisation by Committee Members by:
  - I. seeking suggestions from Members and officers;
  - II. reviewing the items recommended by the previous Committee;
  - III. making contact with external stakeholders offering the possibility for them to put forward their proposals into the programme;
  - IV. reviewing corporate documents, forthcoming legislation, the work programmes of relevant auditors, inspectors and regulators and partnership, consortia and regional documents; and
  - V. checking other relevant documentation to identify areas within the terms of reference for the Committee.
13. Following the preparation of a list of potential items, Committee Members will need to prioritise the items, given the range of subject areas covered by the Committee and the limited resources available. Normally, Members prioritise items where scrutiny can have most impact, that are of importance to the public, that will help to deliver improved performance and that are not being investigated by other routes. This ensures that the time and resources available to the Committee are most effectively used.
14. In previous years, Members have held a work-programming forum to consider and prioritise items. The forum's proposals are then presented to a full Committee meeting for formal approval of the work programme.

## Way Forward

15. During their meeting, Members may wish to:
- I. Consider the proposed dates for Community and Adult Service Scrutiny Committee during the period July 2019 – July 2020 and discuss whether any amendments to these dates are required;
  - II. consider the provisional agenda items for July & September and decide which items they would like prioritised.
  - III. discuss and agree the approach to developing the Committee's work programme for 2019-20, so that a final version of the programme is brought back to the Committee in September 2019 for formal approval. Members may also wish to raise particular issues of interest for inclusion in the Committee's work programming forum discussions.

## Legal Implications

16. 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**

17. 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. consider the proposed dates for Community and Adult Service Scrutiny Committee during the period July 2019 – July 2020 and discuss whether any amendments to these dates are required;
- II. consider the provisional agenda items for July & September and decide which items they would like prioritised;
- III. discuss and agree the approach to developing the Committee's work programme for 2019-20, so that a final version of the programme can be brought back to the Committee in September 2019 for formal approval.

**Davina Fiore**

**Director of Governance & Legal Services and Monitoring Officer**

**30 May 2019**



DINAS A SIR CAERDYDD  
CITY AND COUNTY OF CARDIFF

COUNCIL SUMMONS

THURSDAY, 23 MAY 2019

GWYS Y CYNGOR

DYDD IAU, 23 MAI 2019,

## SUPPLEMENTAL PAPERS

| Item | Description and Page Number(s)                                     |
|------|--|
| 16   | Programme of Council Meetings – Appendix A ( <i>Pages 3 - 12</i> ) |

**Davina Fiore**  
Director of Governance & Legal Services

County Hall  
Cardiff  
CF10 4UW

Friday, 17 May 2019

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

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## CALENDAR OF MEETING 2019/2020

## APPENDIX A

## Meetings from June 2019 – August 2019 – Agreed at Annual Council 24 May 2018.

| Day   | Date         | Time    | Committee  | Venue                 |
|-------|--------------|---------|--|-----------------------|
| Mon   | 03 June 2019 |         |  |                       |
| Tues  | 04 June 2019 | 10.30am | Public Protection Committee                          | Committee Room 1      |
| Tues  | 04 June 2019 | 4.30pm  | Environmental Scrutiny                               | Committee Room 4      |
| Wed   | 05 June 2019 | 4.30pm  | Community & Adult Scrutiny                           | Committee Room 4      |
| Thurs | 06 June 2019 | 4.30pm  | Economy & Culture                                    | Committee Room 4      |
| Fri   | 07 June 2019 |         |  |                       |
|       |              |         |  |                       |
| Mon   | 10 June 2019 | 5.00 pm | Local Authority Governor Panel                       | Committee Room 4      |
| Tues  | 11 June 2019 | 4.30pm  | Children and Young People Scrutiny                   | Committee Room 4      |
| Wed   | 12 June 2019 | 4.30pm  | Policy Review & Performance Scrutiny                 | Committee Room 4      |
| Thurs | 13 June 2019 | 2.00pm  | <b>CABINET</b>                                       | County Hall           |
| Fri   | 14 June 2019 | 2.00pm  | Glamorgan Archives Joint Committee                   | Archives              |
|       |              |         |  |                       |
| Mon   | 17 June 2019 |         |  |                       |
| Tues  | 18 June 2019 |         |  |                       |
| Wed   | 19 June 2019 | 11.30am | Works Council  | Committee Room 1      |
| Wed   | 19 June 2019 | 1.30pm  | Planning Committee                                   | Committee Room 4      |
| Thurs | 20 June 2019 | 4.30pm  | <b>COUNCIL</b>                                       | City Hall             |
| Fri   | 21 June 2019 |         |  |                       |
|       |              |         |  |                       |
| Mon   | 24 June 2019 |         |  |                       |
| Tues  | 25 June 2019 | 10.00am | Prosiect Gwyrdd Joint Committee                      | Monmouthshire Council |
| Tues  | 25 June 2019 | 2.00pm  | Audit Committee                                      | Committee Room 4      |
| Wed   | 26 June 2019 |         |  |                       |
| Thurs | 27 June 2019 |         |  |                       |
| Fri   | 28 June 2019 | 10.00am | Wales Pension Partnership Joint Governance Committee | Committee Room 4      |
|       |              |         |  |                       |
| Mon   | 01 July 2019 |         |  |                       |
| Tues  | 02 July 2019 | 10.30am | Public Protection Committee                          | Committee Room 1      |
| Tues  | 02 July 2019 | 4.30pm  | Environmental Scrutiny                               | Committee Room 4      |
| Wed   | 03 July 2019 | 4.30pm  | Community & Adult Scrutiny                           | Committee Room 4      |
| Thurs | 04 July 2019 | 4.30pm  | Economy & Culture                                    | Committee Room 4      |
| Fri   | 05 July 2019 |         |  |                       |
|       |              |         |  |                       |
| Mon   | 08 July 2019 |         |  |                       |
| Tues  | 09 July 2019 | 4.30pm  | Children and Young People Scrutiny                   | Committee Room 4      |
| Wed   | 10 July 2019 | 4.30pm  | Policy Review & Performance Scrutiny                 | Committee Room 4      |
| Thurs | 11 July 2019 | 2.00pm  | <b>CABINET</b>                                       | County Hall           |
| Thurs | 11 July 2019 | 5.00pm  | Pension Committee                                    | Committee Room 2      |
| Fri   | 12 July 2019 |         |  |                       |
|       |              |         |  |                       |
| Mon   | 15 July 2019 | 5.00pm  | Democratic Services Committee                        | tbc                   |
| Tues  | 16 July 2019 | 2.00pm  | Corporate Parenting Advisory                         | Committee Room 4      |

| Day   | Date         | Time    | Committee                   | Venue            |
|-------|--------------|---------|-----------------------------|------------------|
| Wed   | 17 July 2019 | 1.30pm  | Planning Committee          | Committee Room 4 |
| Thurs | 18 July 2019 | 4.30pm  | <b>COUNCIL</b>              | City Hall        |
| Fri   | 19 July 2019 |         |                             |                  |
| Mon   | 22 July 2019 |         |                             |                  |
| Tues  | 23 July 2019 |         |                             |                  |
| Wed   | 24 July 2019 |         |                             |                  |
| Thurs | 25 July 2019 |         |                             |                  |
| Fri   | 26 July 2019 |         |                             |                  |
| Mon   | 29 July 2019 |         |                             |                  |
| Tues  | 30 July 2019 |         |                             |                  |
| Wed   | 31 July 2019 |         |                             |                  |
| Thurs | 01 Aug 2019  |         |                             |                  |
| Fri   | 02 Aug 2019  |         |                             |                  |
| Mon   | 05 Aug 2019  |         |                             |                  |
| Tues  | 06 Aug 2019  | 10.30am | Public Protection Committee | Committee Room 1 |
| Wed   | 07 Aug 2019  |         |                             |                  |
| Thurs | 08 Aug 2019  |         |                             |                  |
| Fri   | 09 Aug 2019  |         |                             |                  |
| Mon   | 12 Aug 2019  |         |                             |                  |
| Tues  | 13 Aug 2019  |         |                             |                  |
| Wed   | 14 Aug 2019  | 1.30pm  | Planning Committee          | Committee Room 4 |
| Thurs | 15 Aug 2019  |         |                             |                  |
| Fri   | 16 Aug 2019  |         |                             |                  |
| Mon   | 19 Aug 2019  |         |                             |                  |
| Tues  | 20 Aug 2019  |         |                             |                  |
| Wed   | 21 Aug 2019  |         |                             |                  |
| Thurs | 22 Aug 2019  |         |                             |                  |
| Fri   | 23 Aug 2019  |         |                             |                  |
| Mon   | 26 Aug 2019  |         | BANK HOLIDAY                |                  |
| Tues  | 27 Aug 2019  |         |                             |                  |
| Wed   | 28 Aug 2019  |         |                             |                  |
| Thurs | 29 Aug 2019  |         |                             |                  |
| Fri   | 30 Aug 2019  |         |                             |                  |

**PROVISIONAL CALENDAR OF COMMITTEE MEETINGS – SEPTEMBER 2019 – AUGUST 2020**

**Dates for Committee meetings are for further consultation with Chairs of Committees following the Annual Meeting.**

**Meetings of Council and Cabinet are confirmed meetings.**

| Day   | Date         | Time    | Committee                              | Venue            |
|-------|--------------|---------|--|------------------|
| Mon   | 02 Sept 2019 |         |  |                  |
| Tues  | 03 Sept 2019 | 10.30am | Public Protection Committee            | Committee Room 1 |
| Wed   | 04 Sept 2019 | 5.00pm  | Standards & Ethics Committee           | Committee Room 4 |
| Thurs | 05 Sept 2019 |         |  |                  |
| Fri   | 06 Sept 2019 |         |  |                  |
| Mon   | 09 Sept 2019 |         |  |                  |
| Tues  | 10 Sept 2019 | 2.00pm  | Audit Committee                        | Committee Room 4 |
| Wed   | 11 Sept 2019 | 4.30pm  | Community & Adult Scrutiny             | Committee Room 4 |
| Thurs | 12 Sept 2019 | 4.30pm  | <b>COUNCIL</b>                         | County Hall      |
| Fri   | 13 Sept 2019 |         |  |                  |
| Mon   | 16 Sept 2019 |         |  |                  |
| Tues  | 17 Sept 2019 | 2.00pm  | Corporate Parenting Advisory Committee | tbc              |
| Tues  | 17 Sept 2019 | 4.30pm  | Environmental Scrutiny                 | Committee Room 4 |
| Wed   | 18 Sept 2019 | 1.30pm  | Planning Committee                     | Committee Room 4 |
| Thurs | 19 Sept 2019 | 4.30pm  | Economy & Culture                      | Committee Room 4 |
| Fri   | 20 Sept 2019 |         |  |                  |
| Mon   | 23 Sept 2019 |         |  |                  |
| Tues  | 24 Sept 2019 | 4.30pm  | Children and Young People Scrutiny     | Committee Room 4 |
| Wed   | 25 Sept 2019 | 4.30pm  | Policy Review & Performance Scrutiny   | Committee Room 4 |
| Thurs | 26 Sept 2019 | 2.00pm  | <b>CABINET</b>                         | County Hall      |
| Fri   | 27 Sept 2019 |         |  |                  |
| Mon   | 30 Sept 2019 | 5.00pm  | Constitution Committee                 | Committee Room 4 |
| Tues  | 01 Oct 2019  | 10.30am | Public Protection Committee            | Committee Room 1 |
| Tues  | 01 Oct 2019  | 4.30pm  | Environmental Scrutiny                 | Committee Room 4 |
| Wed   | 02 Oct 2019  | 4.30pm  | Policy Review & Performance Scrutiny   | Committee Room 4 |
| Thurs | 03 Oct 2019  | 4.30pm  | Economy & Culture                      | Committee Room 4 |
| Fri   | 04 Oct 2019  |         |  |                  |
| Mon   | 07 Oct 2019  |         |  |                  |
| Tues  | 08 Oct 2019  | 4.30pm  | Children & Young People Scrutiny       | Committee Room 4 |
| Wed   | 09 Oct 2019  | 4.30pm  | Community & Adult Scrutiny             | Committee Room 4 |
| Thurs | 10 Oct 2019  | 2.00pm  | <b>CABINET</b>                         | County Hall      |
| Fri   | 11 Oct 2019  |         |  |                  |
| Mon   | 14 Oct 2019  |         |  |                  |
| Tues  | 15 Oct 2019  |         |  |                  |
| Wed   | 16 Oct 2019  | 1.30pm  | Planning Committee                     | Committee Room 4 |

| Day   | Date        | Time    | Committee                              | Venue            |
|-------|-------------|---------|--|------------------|
| Thurs | 17 Oct 2019 |         |  |                  |
| Fri   | 18 Oct 2019 |         |  |                  |
| Mon   | 21 Oct 2019 |         |  |                  |
| Tues  | 22 Oct 2019 |         |  |                  |
| Wed   | 23 Oct 2019 |         |  |                  |
| Thurs | 24 Oct 2019 | 4.30pm  | <b>COUNCIL</b>                         | County Hall      |
| Fri   | 25 Oct 2019 |         |  |                  |
| Mon   | 28 Oct 2019 |         |  |                  |
| Tues  | 29 Oct 2019 |         |  |                  |
| Wed   | 30 Oct 2019 |         |  |                  |
| Thurs | 31 Oct 2019 |         |  |                  |
| Fri   | 01 Nov 2019 |         |  |                  |
| Mon   | 04 Nov 2019 |         |  |                  |
| Tues  | 05 Nov 2019 | 10.30am | Public Protection Committee            | Committee Room 1 |
| Tues  | 05 Nov 2019 | 4.30pm  | Environmental Scrutiny                 | Committee Room 4 |
| Wed   | 06 Nov 2019 | 4.30pm  | Community & Adult Scrutiny             | Committee Room 4 |
| Thurs | 07 Nov 2019 | 4.30pm  | Economy & Culture                      | Committee Room 4 |
| Fri   | 08 Nov 2019 |         |  |                  |
| Mon   | 11 Nov 2019 |         |  |                  |
| Tues  | 12 Nov 2019 | 4.30pm  | Children & Young People Scrutiny       | Committee Room 4 |
| Wed   | 13 Nov 2019 | 4.30pm  | Policy Review & Performance Scrutiny   | Committee Room 4 |
| Thurs | 14 Nov 2019 |         |  |                  |
| Fri   | 15 Nov 2019 |         |  |                  |
| Mon   | 18 Nov 2019 |         |  |                  |
| Tues  | 19 Nov 2019 | 2.00pm  | Corporate Parenting Advisory Committee | Committee Room 4 |
| Wed   | 20 Nov 2019 | 1.30pm  | Planning Committee                     | Committee Room 4 |
| Thurs | 21 Nov 2019 | 2.00pm  | <b>CABINET</b>                         | County Hall      |
| Fri   | 22 Nov 2019 |         |  |                  |
| Mon   | 25 Nov 2019 |         |  |                  |
| Tues  | 26 Nov 2019 |         |  |                  |
| Wed   | 27 Nov 2019 |         |  |                  |
| Thurs | 28 Nov 2019 | 4.30pm  | <b>COUNCIL</b>                         | County Hall      |
| Fri   | 29 Nov 2019 |         |  |                  |
| Mon   | 02 Dec 2019 |         |  |                  |
| Tues  | 03 Dec 2019 | 10.30am | Public Protection Committee            | Committee Room 1 |
| Tues  | 03 Dec 2019 | 4.30pm  | Environmental Scrutiny                 | Committee Room 4 |
| Wed   | 04 Dec 2019 | 4.30pm  | Community & Adult Scrutiny             | Committee Room 4 |
| Thurs | 05 Dec 2019 | 4.30pm  | Economy & Culture                      | Committee Room 4 |
| Fri   | 06 Dec 2019 |         |  |                  |
| Mon   | 09 Dec 2019 |         |  |                  |

| Day   | Date        | Time    | Committee                              | Venue            |
|-------|-------------|---------|--|------------------|
| Tues  | 10 Dec 2019 | 4.30pm  | Children & Young People Scrutiny       | Committee Room 4 |
| Wed   | 11 Dec 2019 | 4.30pm  | Policy Review & Performance Scrutiny   | Committee Room 4 |
| Wed   | 11 Dec 2019 | 5.00pm  | Standards & Ethics Committee           | tbc              |
| Thurs | 12 Dec 2019 | 2.00pm  | <b>CABINET</b>                         | County Hall      |
| Fri   | 13 Dec 2019 |         |  |                  |
| Mon   | 16 Dec 2019 |         |  |                  |
| Tues  | 17 Dec 2019 |         |  |                  |
| Wed   | 18 Dec 2019 | 1.30pm  | Planning Committee                     | Committee Room 4 |
| Thurs | 19 Dec 2019 |         |  |                  |
| Fri   | 20 Dec 2019 |         |  |                  |
| Mon   | 23 Dec 2019 |         |  |                  |
| Tues  | 24 Dec 2019 |         |  |                  |
| Wed   | 25 Dec 2019 |         | <b>Bank Holiday</b>                    |                  |
| Thurs | 26 Dec 2019 |         | <b>Bank Holiday</b>                    |                  |
| Fri   | 27 Dec 2019 |         |  |                  |
| Mon   | 30 Dec 2019 |         |  |                  |
| Tues  | 31 Dec 2019 |         |  |                  |
| Wed   | 1 Jan 2020  |         | <b>Bank Holiday</b>                    |                  |
| Thurs | 2 Jan 2020  |         |  |                  |
| Fri   | 3 Jan 2020  |         |  |                  |
| Mon   | 06 Jan 2020 |         |  |                  |
| Tues  | 07 Jan 2020 | 10.30am | Public Protection Committee            | Committee Room 1 |
| Tues  | 07 Jan 2020 | 4.30pm  | Environmental Scrutiny                 | Committee Room 4 |
| Wed   | 08 Jan 2020 |         |  |                  |
| Thurs | 09 Jan 2020 |         |  |                  |
| Fri   | 10 Jan 2020 |         |  |                  |
| Mon   | 13 Jan 2020 |         |  |                  |
| Tues  | 14 Jan 2020 | 4.30pm  | Children & Young People Scrutiny       | Committee Room 4 |
| Wed   | 15 Jan 2020 | 4.30pm  | Policy Review & Performance Scrutiny   | Committee Room 4 |
| Thurs | 16 Jan 2020 | 4.30pm  | Economy & Culture                      | Committee Room 4 |
| Fri   | 17 Jan 2020 |         |  |                  |
| Mon   | 20 Jan 2020 | 5.00pm  | Democratic Services Committee          | tbc              |
| Tues  | 21 Jan 2020 | 2.00pm  | Audit Committee                        | Committee Room 4 |
| Wed   | 22 Jan 2020 | 1.30pm  | Planning Committee                     | Committee Room 4 |
| Thurs | 23 Jan 2020 | 2.00pm  | <b>CABINET</b>                         | County Hall      |
| Fri   | 24 Jan 2020 |         |  |                  |
| Mon   | 27 Jan 2020 |         |  |                  |
| Tues  | 28 Jan 2020 | 2.00pm  | Corporate Parenting Advisory Committee | Committee Room 4 |
| Wed   | 29 Jan 2020 |         |  |                  |
| Thurs | 30 Jan 2020 | 4.30pm  | <b>COUNCIL</b>                         | City Hall        |
| Fri   | 31 Jan 2020 |         |  |                  |

| Day   | Date          | Time    | Committee  | Venue            |
|-------|---------------|---------|--|------------------|
| Mon   | 03 Feb 2020   |         |  |                  |
| Tues  | 04 Feb 2020   | 10.30am | Public Protection Committee                      | Committee Room 1 |
| Wed   | 05 Feb 2020   |         |  |                  |
| Thurs | 06 Feb 2020   |         |  |                  |
| Fri   | 07 Feb 2020   |         |  |                  |
| Mon   | 10 Feb 2020   |         |  |                  |
| Tues  | 11 Feb 2020   |         | Dates for Budget Scrutiny Meetings to be advised |                  |
| Wed   | 12 Feb 2020   |         |  |                  |
| Thurs | 13 Feb 2020   |         |  |                  |
| Fri   | 14 Feb 2020   |         |  |                  |
| Mon   | 17 Feb 2020   |         | Dates for Budget Scrutiny Meetings to be advised |                  |
| Tues  | 18 Feb 2020   |         |  |                  |
| Wed   | 19 Feb 2020   | 1.30pm  | Planning Committee                               | Committee Room 4 |
| Thurs | 20 Feb 2020   | 2.00pm  | <b>CABINET</b>                                   | County Hall      |
| Fri   | 21 Feb 2020   |         |  |                  |
| Mon   | 24 Feb 2020   |         |  |                  |
| Tues  | 25 Feb 2020   |         |  |                  |
| Wed   | 26 Feb 2020   |         |  |                  |
| Thurs | 27 Feb 2020   | 4.30pm  | <b>COUNCIL (BUDGET)</b>                          | City Hall        |
| Fri   | 28 Feb 2020   |         |  |                  |
| Mon   | 02 March 2020 |         |  |                  |
| Tues  | 03 March 2020 | 10.30am | Public Protection Committee                      | Committee Room 1 |
| Tues  | 03 March 2020 | 4.30pm  | Environmental Scrutiny                           | Committee Room 4 |
| Wed   | 04 March 2020 | 4.30pm  | Community & Adult Scrutiny                       | Committee Room 4 |
| Thurs | 05 March 2020 | 4.30pm  | Economy & Culture                                | Committee Room 4 |
| Fri   | 06 March 2020 |         |  |                  |
| Mon   | 09 March 2020 |         |  |                  |
| Tues  | 10 March 2020 | 4.30pm  | Children & Young People Scrutiny                 | Committee Room 4 |
| Wed   | 11 March 2020 | 4.30pm  | Policy Review & Performance Scrutiny             | Committee Room 4 |
| Thurs | 12 March 2020 |         |  |                  |
| Fri   | 13 March 2020 |         |  |                  |
| Mon   | 16 March 2020 |         |  |                  |
| Tues  | 17 March 2020 | 2.00pm  | Corporate Parenting Advisory Committee           | Committee Room 4 |
| Wed   | 18 March 2020 | 1.30pm  | Planning Committee                               | Committee Room 4 |
| Wed   | 18 March 2020 | 5.00pm  | Standards & Ethics Committee                     | tbc              |
| Thurs | 19 March 2020 | 2.00pm  | <b>CABINET</b>                                   | County Hall      |
| Fri   | 20 March 2020 |         |  |                  |
| Mon   | 23 March 2020 |         |  |                  |
| Tues  | 24 March 2020 | 2.00pm  | Audit Committee                                  | Committee Room 4 |
| Wed   | 25 March 2020 |         |  |                  |

| Day   | Date          | Time    | Committee                              | Venue              |
|-------|---------------|---------|--|--------------------|
| Thurs | 26 March 2020 | 4.30pm  | <b>COUNCIL</b>                         | City Hall          |
| Fri   | 27 March 2020 |         |  |                    |
| Mon   | 30 March 2020 |         |  |                    |
| Tues  | 31 March 2020 | 10.30am | Public Protection Committee            | Committee Room 1   |
| Wed   | 01 April 2020 |         |  |                    |
| Thurs | 02 April 2020 | 2.00pm  | <b>CABINET</b>                         | County Hall        |
| Fri   | 03 April 2020 |         |  |                    |
| Mon   | 06 April 2020 |         |  |                    |
| Tues  | 07 April 2020 |         |  |                    |
| Wed   | 08 April 2020 |         |  |                    |
| Thurs | 09 April 2020 |         |  |                    |
| Fri   | 10 April 2020 |         | <b>Bank Holiday</b>                    |                    |
| Mon   | 13 April 2020 |         | <b>Bank Holiday</b>                    |                    |
| Tues  | 14 April 2020 |         |  |                    |
| Wed   | 15 April 2020 |         |  |                    |
| Thurs | 16 April 2020 |         |  |                    |
| Fri   | 17 April 2020 |         |  |                    |
| Mon   | 20 April 2020 |         |  |                    |
| Tues  | 21 April 2020 |         |  |                    |
| Wed   | 22 April 2020 | 1.30pm  | Planning Committee                     | Committee Room 4   |
| Thurs | 23 April 2020 |         |  |                    |
| Fri   | 24 April 2020 |         |  |                    |
| Mon   | 27 April 2020 | 5.00pm  | Constitution Committee                 | Committee Room 4   |
| Tues  | 28 April 2020 |         |  |                    |
| Wed   | 29 April 2020 |         |  |                    |
| Thurs | 30 April 2020 |         |  |                    |
| Fri   | 01 May 2020   |         |  |                    |
| Mon   | 04 May 2020   |         | <b>Bank Holiday</b>                    |                    |
| Tues  | 05 May 2020   | 10.30am | Public Protection Committee            | Committee Room 1   |
| Tues  | 05 May 2020   | 4.30pm  | Environmental Scrutiny                 | Committee Room 4   |
| Wed   | 06 May 2020   | 4.30pm  | Community & Adult Scrutiny             | Committee Room 4   |
| Thurs | 07 May 2020   | 4.30pm  | Economy & Culture                      | Committee Room 4   |
| Fri   | 08 May 2020   |         |  |                    |
| Mon   | 11 May 2020   |         |  |                    |
| Tues  | 12 May 2020   | 4.30pm  | Children & Young People Scrutiny       | Committee Room 4   |
| Wed   | 13 May 2020   | 4.30pm  | Policy Review & Performance Scrutiny   | Committee Room 4   |
| Thurs | 14 May 2020   | 2.00pm  | <b>CABINET</b>                         | County Hall        |
| Fri   | 15 May 2020   |         |  |                    |
| Mon   | 18 May 2020   |         |  |                    |
| Tues  | 19 May 2020   | 2.00pm  | Corporate Parenting Advisory Committee | Committee Room tbc |

| Day   | Date         | Time    | Committee                            | Venue            |
|-------|--------------|---------|--------------------------------------|------------------|
| Wed   | 20 May 2020  | 1.30pm  | Planning Committee                   | Committee Room 4 |
| Thurs | 21 May 2020  | 4.30pm  | <b>ANNUAL COUNCIL</b>                | City Hall        |
| Fri   | 22 May 2020  |         |                                      |                  |
| Mon   | 25 May 2020  |         | <b>Bank Holiday</b>                  |                  |
| Tues  | 26 May 2020  |         |                                      |                  |
| Wed   | 27 May 2020  |         |                                      |                  |
| Thurs | 28 May 2020  |         |                                      |                  |
| Fri   | 29 May 2020  |         |                                      |                  |
| Mon   | 01 June 2020 |         |                                      |                  |
| Tues  | 02 June 2020 | 10.30am | Public Protection Committee          | Committee Room 1 |
| Tues  | 02 June 2020 | 4.30pm  | Environmental Scrutiny               | Committee Room 4 |
| Wed   | 03 June 2020 | 4.30pm  | Community & Adult Scrutiny           | Committee Room 4 |
| Thurs | 04 June 2020 |         |                                      |                  |
| Fri   | 05 June 2020 |         |                                      |                  |
| Mon   | 08 June 2020 |         |                                      |                  |
| Tues  | 09 June 2020 | 4.30pm  | Children & Young People Scrutiny     | Committee Room 4 |
| Wed   | 10 June 2020 | 4.30pm  | Policy Review & Performance Scrutiny | Committee Room 4 |
| Thurs | 11 June 2020 | 4.30pm  | Economy & Culture                    | Committee Room 4 |
| Fri   | 12 June 2020 |         |                                      |                  |
| Mon   | 15 June 2020 |         |                                      |                  |
| Tues  | 16 June 2020 |         |                                      |                  |
| Wed   | 17 June 2020 |         |                                      |                  |
| Thurs | 18 June 2020 | 2.00pm  | <b>CABINET</b>                       | County Hall      |
| Fri   | 19 June 2020 |         |                                      |                  |
| Mon   | 22 June 2020 |         |                                      |                  |
| Tues  | 23 June 2020 | 2.00pm  | Audit Committee                      | Committee Room 4 |
| Wed   | 24 June 2020 | 1.30pm  | Planning Committee                   | Committee Room 4 |
| Thurs | 25 June 2020 | 4.30pm  | <b>COUNCIL</b>                       | City Hall        |
| Fri   | 26 June 2020 |         |                                      |                  |
| Mon   | 29 June 2020 |         |                                      |                  |
| Tues  | 30 June 2020 |         |                                      |                  |
| Wed   | 01 July 2020 |         |                                      |                  |
| Thurs | 02 July 2020 |         |                                      |                  |
| Fri   | 03 July 2020 |         |                                      |                  |
| Mon   | 06 July 2020 |         |                                      |                  |
| Tues  | 07 July 2020 | 10.30am | Public Protection Committee          | Committee Room 1 |
| Tues  | 07 July 2020 | 4.30pm  | Environmental Scrutiny               | Committee Room 4 |
| Wed   | 08 July 2020 | 4.30pm  | Community & Adult Scrutiny           | Committee Room 4 |
| Wed   | 08 July 2020 | 5.00pm  | Standards & Ethics Committee         | tbc              |
| Thurs | 09 July 2020 | 4.30pm  | Economy & Culture                    | Committee Room 4 |
| Fri   | 10 July 2020 |         |                                      |                  |



| Day   | Date         | Time    | Committee                              | Venue              |
|-------|--------------|---------|--|--------------------|
| Mon   | 13 July 2020 |         |  |                    |
| Tues  | 14 July 2020 | 4.30pm  | Children & Young People Scrutiny       | Committee Room 4   |
| Wed   | 15 July 2020 | 4.30pm  | Policy Review & Performance Scrutiny   | Committee Room 4   |
| Thurs | 16 July 2020 | 2.00pm  | <b>CABINET</b>                         | County Hall        |
| Fri   | 17 July 2020 |         |  |                    |
| Mon   | 20 July 2020 |         |  |                    |
| Tues  | 21 July 2020 | 2.00pm  | Corporate Parenting Advisory Committee | Committee Room tbc |
| Wed   | 22 July 2020 | 1.30pm  | Planning Committee                     | Committee Room 4   |
| Thurs | 23 July 2020 | 4.30pm  | <b>COUNCIL</b>                         | City Hall          |
| Fri   | 24 July 2020 |         |  |                    |
| Mon   | 27 July 2020 |         |  |                    |
| Tues  | 28 July 2020 |         |  |                    |
| Wed   | 29 July 2020 |         |  |                    |
| Thurs | 30 July 2020 |         |  |                    |
| Fri   | 31 July 2020 |         |  |                    |
| Mon   | 03 Aug 2020  |         |  |                    |
| Tues  | 04 Aug 2020  | 10.30am | Public Protection Committee            | Committee Room 1   |
| Wed   | 05 Aug 2020  |         |  |                    |
| Thurs | 06 Aug 2020  |         |  |                    |
| Fri   | 07 Aug 2020  |         |  |                    |
| Mon   | 10 Aug 2020  |         |  |                    |
| Tues  | 11 Aug 2020  |         |  |                    |
| Wed   | 12 Aug 2020  |         |  |                    |
| Thurs | 13 Aug 2020  |         |  |                    |
| Fri   | 14 Aug 2020  |         |  |                    |
| Mon   | 17 Aug 2020  |         |  |                    |
| Tues  | 18 Aug 2020  |         |  |                    |
| Wed   | 19 Aug 2020  | 1.30pm  | Planning Committee                     | Committee Room 4   |
| Thurs | 20 Aug 2020  |         |  |                    |
| Fri   | 21 Aug 2020  |         |  |                    |
| Mon   | 24 Aug 2020  |         |  |                    |
| Tues  | 25 Aug 2020  |         |  |                    |
| Thurs | 26 Aug 2020  |         |  |                    |
| Fri   | 27 Aug 2020  |         |  |                    |

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|                         | 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  | 04/09/2019   | TBA - CYPSC/ CASSC Joint Committee                    |
|-------------------------|---|--|--|---|---|----------------|--|---|--|---|---|--|---|
| <b>Committee Item 1</b> | Domiciliary Care Provision in Cardiff - <b>pre-decision</b>     | Regulation & Inspection of Social Care (Wales) Act 2016 - <b>Briefing</b>                          | Community Health Services Review - <b>12 month Update/Briefing</b> | Homelessness Review and Strategy 2018-22 - <b>pre-decision</b>                | WAO Report - WHQS/service user perspective report - Cardiff Council - <b>Performance Review</b>   | Corporate Plan | HRA Business Plan 2019/20  | Adult Safeguarding Update - <b>Briefing</b>       | Learning Disabilities Commissioning Strategy - <b>pre-decision</b> | How the Council engages with Housing Associations - <b>Briefing</b> | Care Home Strategy / Nursing Homes in Cardiff - Briefing    | Community Well-being Hubs Programme - <b>12 month update tied in with Libraries Strategy Scheduled for Sep Cabinet</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>Briefing</b> | Committee Business - <b>Review</b>                                 | Preventing Young People's Involvement in Drug Dealing - <b>Inquiry Report</b> | Rest of meeting dedicated to <b>Homelessness</b> issues, including an update on the Rough Sleepers Strategy - to include external witnesses | 2019/20 Budget | Older Persons Accommodation Strategy 2018-23 - <b>pre-decision</b> | Council House Building Strategy - <b>Briefing</b> | Vulnerable Persons Resettlement Scheme - <b>pre-decision</b>       | Q4 Performance Report - Adult Social Services                       | DDP 19/20 - Adult Social Services & Housing and Communities | Strategic Plan to Deliver Excellent Outcomes for Adults <b>pre-decision</b> (Ref to Capital Ambition Delivery Programme) |   |
| <b>Committee Item 3</b> | CASSC Work Programme 2018/19                                    | Council Housing Voids and Repairs - <b>Performance Review</b>                                      |  | Committee Business - Forward Work Programme - <b>Review</b>                   |   |                |  |   | Council House Building Strategy - <b>pre-decision</b>              | Forward Work Programming  | Q4 Performance Report - Housing & Communities               | Cardiff & Vale of Glamorgan Area Plan for Care & Support Needs 2018-23 - Update/Briefing/Review                          |   |
| <b>Committee Item 4</b> |   |  |  |   |   |                |  |   |  |   |   |  |   |
| <b>Committee Item 5</b> |   |  |  |   |   |                |  |   |  |   |   |  |   |

|           |  |  |  |  |  |   |  |  |  |
|-----------|--|--|--|--|--|---|--|--|--|
| Inquiries |  |  |  |  |  | "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  |  | TDA<br>CYPSC/<br>CASSC Joint |
|---|---|---|--|---|--|------------|------------|---|--|------------|---|--|------------------------------|
| <b>Performance Panel</b>                                    | 2018/19<br>Quarter 1<br>Performance<br>& Budget                                   |   |  | 2018/19<br>Quarter 2<br>Performance<br>& Budget                                     |  |            |            | 2018/19<br>Quarter 3<br>Performance<br>& Budget   |  |            | 2018/19<br>Quarter 4<br>Performance<br>& Budget   |  |                              |
| <b>Performance Panel</b>                                    |   |   |  |   | DToc -<br>Performance<br>Measures  |            |            |   |  |            |   |  |                              |
| <b>Briefs/Reports/<br/>Updates outside of<br/>Committee</b> | Council<br>Housing Voids<br>and Repairs -<br><b><u>Performance<br/>Review</u></b> | "A Healthier<br>Wales" -<br>Parliamentary<br>Review of<br>Health &<br>Social Care in<br>Wales -<br><b><u>Briefing</u></b> | Cardiff & Vale Dementia<br>Strategy 2017-27 - 12 month<br><b><u>Update/ Briefing</u></b>                 | Voids<br>Management -<br><b><u>Quarterly Update</u></b>                             |  |            |            | Voids<br>Management<br>- <b><u>Quarterly<br/>Update</u></b>   | Locality Based<br>Working and<br>Community<br>Inclusion -<br><b><u>Briefing</u></b>  |            | Voids<br>Management -<br><b><u>Quarterly<br/>Update</u></b>   |  |                              |
| <b>Briefs/Reports/<br/>Updates outside of<br/>Committee</b> |   |   | Single<br>Licensing<br>Enforcement<br>Policy/Rent<br>Smart Wales -<br><b><u>Update/<br/>Briefing</u></b> | Safety Checks<br>in High Rise<br>Properties -<br><b><u>Update/<br/>Briefing</u></b> | Regulation &<br>Inspection of<br>Social Care<br>(Wales) Act 2016<br>- <b><u>Quarterly<br/>Update</u></b> |            |            | Regulation &<br>Inspection of<br>Social Care<br>(Wales) Act<br>2016 -<br><b><u>Quarterly<br/>Update</u></b> | Supported<br>Living Services<br>for people with<br>a disability -<br>Out of County<br>Placements -<br><b><u>Briefing</u></b> |            | Regulation &<br>Inspection of<br>Social Care<br>(Wales) Act<br>2016 -<br><b><u>Quarterly<br/>Update</u></b> |  |                              |
| <b>Briefs/Reports/<br/>Updates outside of<br/>Committee</b> |   |   | Impact of<br>Universal<br>Credit on Rent<br>Arrears -<br><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                       |

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COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE ANNUAL REPORT  
2018-19

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**Background**

1. The Cardiff Council Constitution requires all Scrutiny Committees to *'report annually to the Council on their workings and make recommendations for future work programmes and amended working methods if appropriate'*.
2. A copy of the Community & Adult Services Scrutiny Committee's draft Annual Report 2018-19 is attached at **Appendix A**. This report outlines the Committee's activities from June 2018 through to May 2019, and provides examples of the various types of scrutiny undertaken.
3. The report concludes by setting out topics that the Committee may like to include in its 2019-20 work programme as suitable priorities for future scrutiny examination. The Committee will be agreeing its work programme in the coming weeks and these items will be discussed as part of this process.

**Legal Implications**

4. 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**

5. There are no financial implications arising directly from this report.

### **RECOMMENDATION**

The Committee is recommended to consider, if necessary amend, and approve the attached draft Community & Adult Services Scrutiny Committee Annual Report 2018-19 to be laid before Council.

**DAVINA FIORE**

**Director of Governance and Legal Services**

**30 May 2019**



scrutiny



# A Report of: Community & Adult Services Scrutiny Committee

Annual Report 2018 – 2019

DRAFT



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

# COMMUNITY & ADULT SERVICES SCRUTINY

## COMMITTEE MEMBERSHIP



[Councillor Ali Ahmed](#)



(Chair Person)  
[Councillor Mary McGarry](#)



[Councillor Bablin Molik](#)



[Councillor Susan Goddard](#)



[Councillor Kathryn Kelloway](#)<sup>1</sup>



[Councillor Joe Carter](#)



[Councillor Shaun Jenkins](#)



[Councillor Saeed Ebrahim](#)



[Councillor Sue Lent](#)

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<sup>1</sup> Councillor Kelloway was a Member of the Committee until March 2019

## **TERMS OF REFERENCE OF THE COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE**

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

- Public and Private Housing
- Disabled Facilities Grants
- Community Safety
- Neighbourhood Renewal and Communities First
- 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.

DRAFT

## CHAIR'S FOREWORD

Welcome to the Community & Adult Services Scrutiny Committee Annual Report for 2018-2019. It has been a very interesting and full year for us. However, due to constraints, in terms of resources and time, there were quite a lot of items that we were not able to look at. These are listed at the end of the Report. Having said that, I think we managed to prioritise all of the most important items. Throughout the Report you will see suggestions for further scrutiny and monitoring. Again, these are listed at the end of the Report.

You will see from the Report that our work this year has covered a wide range of topics. We have scrutinised the development of services in adult social care, particularly around the areas of Domiciliary Care Provision, Violence against Women, Domestic Abuse & Sexual Violence and Adults with a Learning Disability. We are committed to ensuring that these strategies are implemented and commitments within them are achieved. We also looked at the Vulnerable Persons' Resettlement Scheme and the intention to continue to participate in the resettlement of vulnerable refugees until March 2020, on a regional basis with the Vale of Glamorgan, in line with the Home Office scheme.

I am particularly pleased with the work we have done with regard to Homelessness: We held one Scrutiny Meeting, totally devoted to this issue, on 21 January 2019, when we reviewed the winter arrangements for individual homeless and rough sleepers to establish whether they were fit for purpose. We heard evidence from a number of external witnesses from a range of service providers, from our own Outreach team and the Cabinet member and officers. This was an extremely useful and enlightening meeting and enabled us to make observations and recommendations to the Cabinet. Again, we are committed to ongoing scrutiny of this item.

The Committee has also considered the Council House Building Strategy and the Council's commitment to building 1,000 new homes by May 2022 and 2,000 new homes in the longer term.

As the crime and disorder scrutiny committee for the Council, we reviewed the Council's Safeguarding Policy and received a Progress Report.

All of our work is driven by our commitment to ensure sound governance for the Council, that the voice of the citizen is heard and listened to, that service changes lead to positive improvements and that those with responsibility for Council resources are held to account to make sure they are well used.

None of the work we have done could have been done without the support and hard work of staff in Scrutiny Services and Committee Services and I can't thank them enough for their dedication and support which has been invaluable to me.

Finally, I would like to thank all the Members of this Committee, for their hard work and commitment over the year and I would like to extend these thanks to the Cabinet Members, Officers and external witnesses who addressed the Committee during the year.



**Councillor Mary McGarry**  
**Chair, Community & Adult Services Scrutiny Committee**

## OVERVIEW

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

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

Between June 2018 and May 2019, the Committee scrutinised the following topics:

- **Pre decision** - Where the Committee has evaluated and commented on policy proposals prior to Cabinet, giving Cabinet the opportunity to know Scrutiny Members' views prior to making their decision:
  - Cardiff & Vale Of Glamorgan Violence Against Women, Domestic Abuse & Sexual Violence (VAWDASV) Strategy 2018-2023
  - Domiciliary Care Provision in Cardiff
  - Homelessness and Housing Review Strategy 2018-22
  - Safeguarding - Progress Report and Policy Review
  - Corporate Plan
  - Budgetary Proposals
  - Older Persons Accommodation Strategy
  - HRA Business Plan 2019/20
  - Council House Building Strategy
  - Vulnerable Persons Resettlement Scheme
  - Joint Commissioning Strategy for Adults with a Learning Disability

- **Policy Development/Review** - Where the Committee has contributed to policy development processes, for example by considering draft policy documents, and/or where the Committee has considered the implementation of policies, looking at whether this has happened in a timely manner and the impact of the policy, giving the Cabinet the opportunity to know Scrutiny Members' views about whether any changes are required:
  - Welsh Audit Office Report – Welsh Housing Quality Standard Review Including Tenants' Views
  - Temporary & Supported Accommodation - Single Persons Gateway
  - Preventing Young People's Involvement in Drug Dealing (Task & Finish Inquiry- jointly with the Children & Young People Scrutiny Committee).
  
- **Monitoring Progress** - Where the Committee has undertaken monitoring of the Council's progress in implementing actions previously agreed:
  - Carers Assessment & Engagement
  - Social Care Wales Act (2016)
  - Community Mental Health Services
  - Adult Safeguarding
  
- **Monitoring Performance** - Where the Committee has undertaken monitoring of the Council's performance:
  - Director of Social Services Annual Report 2018/19 (joint with CYPSC)
  - Quarterly Performance Reports – Adult Social Services; and Communities and Housing
  
- **Briefing Papers**
  - Equality & Human Rights Toolkit for Councillors on Accessible Housing
  - The Impact of Universal Credit on Rent Arrears



Over the year, the Scrutiny Committee held 11 committee meetings and wrote 26 letters to the Cabinet, officers and external partners, sharing their comments, recommendations and concerns following the scrutiny of items at committee meetings. Members formed a Performance Panel, which has held 2 separate meetings this municipal year, with Quarter 3 Performance taken to full committee on 3 April 2019, with Quarter 4 scheduled for July 2019.

### **Committee Member Development**

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

In addition, the Members attend pre-Committee meetings to discuss, analyse and understand the issues being considered, and where necessary ask for further clarification of the information provided. From this, the Members can also establish a number of “lines of inquiry” for the meeting.

## POLICY DEVELOPMENT AND PRE-DECISION SCRUTINY

Members have undertaken a significant amount of pre-decision scrutiny and policy development work in respect of Social Care, Communities and Housing issues as well as Community Safety and Crime and Disorder scrutiny. Details of some of these are provided below and in the next section; a full list of the topics covered is provided earlier on page 7.

When considering pre-decision, Members are advised to:

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

### Housing Revenue Account Business Plan 2019/20

On 3 March 2019, the Committee considered the 2019/20 Housing Revenue Account Business Plan prior to consideration by the Cabinet at its meeting on 21 March 2019.

The report covered:

- Maintenance of the Wales Housing Quality Standard (WHQS)
- New Build Housing Programme, including the Cardiff Living Partnership
- Maintenance of properties
- Managing Anti-Social Behaviour
- Remodelling and Refurbishment of existing homes
- Estate Regeneration
- Neighbourhood Regeneration and Area Improvements
- Community Hubs
- Money Advice Team, including the impact of Universal Credit
- Support for tenants, including tenancy management, participation, consultation and supporting vulnerable tenants

- Homelessness & Housing Need
- Independent Living
- Work Spend
- Health & Safety

Following consideration, Members commended the Business Plan; however, requested that the following feedback be considered by Cabinet:

Overall, the Committee welcomed the examples of innovative housing which had been developed in partnership with Cadwyn and concluded that this partnership arrangement should be enhanced to ensure that innovative housing opportunities continued to be provided in the future.

In addition, the Committee were also supportive of the actions that were being undertaken to address the problems with damp in the blocks of flats where cladding had been removed. When the moisture content report was available; Members requested a briefing which also identified how the situation could be improved for residents.

The Committee requested that the number of true fails relating to the WHQS be clarified, and requested details of at what level these fails will affect the achievement of the WHQS. In addition, Members also requested further information surrounding eligibility for the Major Improvement grant from the Welsh Government.

Members of the Committee were reassured with the plans to reduce the improvement works and cut back the staff budget to protect borrowing.

The Committee acknowledged concerns regarding the difficulties with the procurement process and would consult with the Policy Review and Performance Scrutiny Committee to determine if there was an appropriate way forward to review the procurement process.

*Awaiting Cabinet Response*

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

On 6 June 2018, the Committee considered Cardiff & Vale of Glamorgan's Violence against Women, Domestic Abuse & Sexual Violence Strategy 2018-2023 (VAWDASV), prior to its consideration by the Cabinet at its meeting on the 14 June 2018. The Violence against Women, Domestic Abuse and Sexual Violence Act (Wales) 2015 laid out a requirement for local authorities and health boards to jointly prepare regional strategies to tackle this issue. The VAWDASV strategy recognises that anyone (women, men, children and young people) can experience and be affected by VAWDASV. It addresses violence and abuse directed towards women, men, girls and boys and violence and abuse perpetrated by men and women

Overall, the Committee supported the proposals and commended the report to Cabinet. In addition, Members congratulated the Cabinet Member and officers on the production of a comprehensive Strategy that addresses the complexities of this issue in a clear, easy-to-read format.

Members were concerned, that at the time the Strategy came to Committee, finances amongst partners, with regard to delivering the Strategy and its implementation, had not yet been agreed and recommended this be addressed as a matter of urgency. Members also recommended that the Action Plan accompanying the Strategy be available and published at the same time as the Strategy. Within the meeting, Members also recommended the need to ensure that promotion via public transport and taxis be included as part of the awareness raising campaign.

*No Response required – Members requested that a detailed update on the strategy be provided during 2019/20*

## Homelessness & Housing Review Strategy 2018-2022

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. Members considered the Homelessness & Housing Review Strategy 2018-2022 on 5 Dec 2018 prior to its consideration by the Cabinet at its meeting on the 13 December 2018.

After considering the Strategy Members recommended that:

- A drive toward improving the collaborative approach between partners should be a priority.
- Improved communication on hostel provision – ensuring the message that hostels are safe and secure is relayed.
- The development and implementation of a detailed Action Plan, setting out how the commitments and actions contained in the Strategy are to be achieved, should be started as matter of priority. Members strongly recommended that this was implemented by the 31 March 2019.
- In terms of the content within the Action Plan; Members recommended it contain the following:
  - Information on the Governance Arrangements/Structures across partners.
  - Performance Measures – which include details of timescales and budgets.

Within the meeting, Members raised concerns surrounding:

- Engagement with private rented sector landlords and the ability to encourage these landlords to let their properties to tenants who may be in receipt of Housing Benefit or Universal Credit. Members therefore requested that information on how this will be addressed be supplied to the Committee.

*No Response required – Members requested that the above be monitored throughout 2019/20*

## Older Persons Accommodation Strategy

By 2037 the number of people in Cardiff aged 65 to 84 will increase by 42%, while those aged 85 and over will nearly double. The number of people in Cardiff with dementia is projected to increase by 67% for those aged 65+ and by 85% for those aged 85+ over the period 2015 to 2035. During 2018 the Cardiff and Vale of Glamorgan Regional Partnership Board commissioned independent research to identify the future housing and associated care requirements of older people across the region and to inform future capital investment programmes for housing. The research reviewed the current provision of older persons' housing and modelled likely future demand, based on demographic change. The research findings provided the evidence base upon which the Cardiff Older Persons' Housing Strategy 2019-2023 was developed.

At its meeting on 6 March 2019, the Committee considered the Strategy prior to its consideration by the Cabinet on 21 March 2019. Overall Members welcomed the Strategy and the outcomes that were expected. Members advised that all future accommodation for older persons would equitably support diverse communities and meet their cultural, religious and social care needs. In terms of funding, the Committee were aware of the current financial position of the Council and that future financial challenges may have an impact on its ability to provide new accommodation. It was therefore suggested that the use of the private public partnership, which supported the sale and rent of properties, could be enhanced to enable the Council to sell some of the properties that it built. This would, potentially, provide a source of income to offset the cost for building council accommodation. However, the committee were aware that this proposal has some inherent risks. An additional recommendation was to ensure that consultation with Registered Social Landlords on changes to allocation policy is upheld. It was also suggested that an Accessible Home Register be created to ensure that when adapted homes become available they could be more easily assigned to those most in need.

Following the meeting, a letter was sent to the Cabinet Member for Strategic Planning & Transport requesting consideration be given to utilising any funding allocated in the recent budget to support bus routes and, in particular, those local transport links which were essential to older persons' access into the community.

*No Response required*

## Joint Commissioning Strategy for Adults with a Learning Disability 2019-2024

On the 21st September 2017, the Learning Disability Partnership Group, which reports to the Cardiff and Vale Regional Partnership Board, agreed that a Joint Commissioning Strategy for Adults with a Learning Disability would be developed across Cardiff and Vale Councils and Cardiff and Vale University Health Board (CVUHB). The draft Joint Commissioning Strategy was taken to the Task & Finish group in February 2019, in line with the inquiry's objectives, and then again to Full Committee at its meeting on 1 May 2019. Within the meeting, representatives from Cardiff & Vale Federation and Cardiff People First were also present and provided the Committee with their perspective on the Strategy.

Overall, Members commended the report highlighting that the co-production and partnership working undertaken within this work is a refreshing approach which has resulted in the creation of a meaningful, well set out Strategy. Members noted the importance of implementation and monitoring, highlighting that the success and impact of the Strategy will likely be determined by its execution.

Members recommended that different methods of presenting the information to adults with a learning disability, with a possible increased focus on verbal communication, would be a valued approach by adults with a learning disability and their support system. Members noted that the ethos of choice was prevalent within the strategy, however wished to highlight that choice, involvement and collaboration with the individual with a learning disability, and their support system, must be maintained throughout all service provisions – wishing to ensure that a drive towards locality was not implemented as a mandatory pathway for service provision.

Members questioned, and requested further information on, the current 2% spend on respite services in relation to the strategy's aim of providing 'the right support at the right time'. The Committee also requested further information on the current review taking place on respite services, along with detailed information on how many adults currently receive respite care, and how the level of spend within this area will be increased in line with the Strategy's aim.

With the particular focus on implementation and monitoring, Members noted that the Action Plans for the Strategy were yet to be developed and requested that these return to Committee once developed.

*Cabinet response awaited and the Strategy's Action Plan to be considered during 2019/20*

## **COUNCIL HOUSE BUILDING STRATEGY**

On 3 April 2019, the Committee received a briefing on the forthcoming Council House Building Strategy. The Cabinet proposal was taken to Committee again on 1 May as a pre-decision item, prior to its consideration at Cabinet on 16 May.

Overall Members held enthusiasm for the strategy and its vision, noting that, if implemented within the planned timeframe, the Strategy should provide a significant impact for the residents of Cardiff. Members queried how the quality of the properties would be assured. Subsequent to this discussion, the Cardiff Design Standard was included in the Cabinet Proposal. However, Members were advised that the Cardiff Design Standard does require updating. It was requested this item return to Committee once the changes have been fully drafted.

Members raised concerns surrounding the possible constraints funding could have on the deliverance of this scheme with particular reference to the proposed rent cap by the Welsh Government. It was agreed that the Committee receive regular updates on the proposal. Members also raised concerns surrounding planning and queried the current schedule of planning submissions. Subsequently, Members received the updated Cabinet Proposal which included amended Appendices including information on the pipeline for delivery.

*No Response required – Members requested that the above issues be considered during 2019/20*



## MONITORING PROGRESS

During 2018/19, the Committee received updates on two issues it had previously scrutinised and had raised a number of concerns and recommendations.

### Building Maintenance Framework – Voids Management Issues

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

The Performance Panel met four times to undertake the deep dive, examining the following;

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

The Performance Panel produced a report, arising from the deep dive, which contained sixteen recommendations, all of which were accepted. The Committee had requested further updates on the implementation of the improvements. Members were keen to understand the impact of the recommendations being implemented and received a number of updates, the last one being in December 2017. At this time, Members were informed of the new arrangements which were being implemented from January 2018.

At that stage, Members stated that they supported the new contractual arrangements going forward, but confirmed that they would wish to continue monitoring performance.

On developing the Committee’s work programme for 2018/19, Members requested a Brief on Voids, which was duly provided and discussed in a Committee meeting on 10 October 2018.

The brief provided, set out the following issues:

- Backlog of voids left by previous contractor;
- Difficulties experienced by new contractors in delivering void works within given timescales;
- Withdrawal of R&M Williams Contractor (Cardiff West)
- Contingency Arrangements in light of the above;
- Next Steps
- Voids Performance to July 2018

Overall, Members concluded that, in the light of ongoing problems and challenges across the service (that have been a long-term concern by the Committee), they would support the development of an in-house model, possibly based around arrangements in Swansea. Members agreed that they would wish to undertake a visit to Swansea to look at the arrangements which will be included on the work programme 2019/20.

In relation to current and future contract arrangements, Members were concerned that the procurement process and resulting contracts were not robust enough. Issues raised included:

- The volume of work that is now backlogged and resulting costs to the Council – Members requested, at the meeting, a breakdown of cost in rent loss etc. and that this should be supplied urgently.
- Concerns that the outgoing contractor, Ian Williams, not honouring work was not foreseen and dealt with earlier and so resulted in a large backlog of work for the incoming contractors to deal with.
- Concerns that the procurement process had not been rigorous enough in screening potential contractor's submissions, to test their financial viability to carry out the works, especially with regards to voids, which appears to be a particular problem and continual risk.
- That contract terms needed to be tighter and more enforceable to ensure that contractors could not pull out of contracts at short notice. They concluded that

there needed to be some kind of penalty in doing so to minimise costs to the council in terms of rent loss and costs relating to putting other arrangements in place.

- That the Council be very clear about the levels of work that contractors will be responsible for, so that they are very clear about the level of work expected of them; and that they can plan, at an earlier stage for “gearing up” once the contract has been awarded.
- That contracts are only considered and awarded once they can prove that they ARE geared up to undertake work – that, where possible, employees and supply chains are already in place.
- That penalties are implemented at the earliest opportunity, as per the contractual arrangements - whilst it was appreciated that a period of “gearing up” to take on the work was allowed for, Members felt it imperative to start enforcing this.

Members also requested to receive quarterly updates on progress in relation to performance along with detailed updates on issues relating to the management of voids. Members also requested an update on the following:

- Reporting of PI results across the Service
- Updates on:
  - Current contractor performance
  - Rent loss across the quarter
- Update on the procurement of the additional contractor
- Updates on the development of the in-house team, and the performance of the team (when applicable)
- Any further plans and initiatives that are being developed to improve the service

The updates will be added to the Committee’s work programme and shared as appropriate.

## Community Mental Health Services Review

At the November 2017 meeting of this Scrutiny Committee, Members received a briefing note and presentation by the Cardiff and Vale University Health Board on proposed changes to community mental health services. A further update was then provided at Committee in November 2018.

Members welcomed the update on the Pilot based at Barry Hospital and hearing that this had resulted in a significant improvement in the quality of facilities on offer. Members also acknowledged that the Pilot had been able to offer a much more responsive service and had presented opportunities to implement cultural changes required via legislation and to have greater input from the third sector. Members also welcomed the new and emerging stream of work in Cardiff East, providing mental health practitioners in GP surgeries, and the positive impact this has had in this area. Members were also pleased that funding appeared to be stable and that this has led to being able to provide a sustainable service to date.

However, Members were concerned that, despite raising this in their letter in November 2017, there was still no strategy and/or action plan in place to demonstrate how the programme will be delivered, including the roll-out of a new, significant stream of work. Members were also concerned about the apparent lack of progress in implementing the programme in Cardiff. Whilst Members acknowledged that a major programme would take time, Members stated that they felt there was “slow movement” in the implementation of the programme. This included the identification and development of suitable premises in Cardiff and a lack of detail of how/when this would happen (milestones, timescales etc), how it will be funded, and who would be affected.

Members did not feel they had sufficient detail to undertake effective scrutiny and as a result, requested that once a Strategy and/or Action Plan is put in place (as a matter of urgency) this is reported back to Committee to inform Members of its progress.

## COMMUNITY SAFETY AND CRIME & DISORDER SCRUTINY

During 2018-19, Members have undertaken the following work to discharge their responsibilities for scrutinising the work of the Crime and Disorder Partnership and community safety in Cardiff

### Preventing Young People's Involvement in Drug Dealing – Joint Task Group with Children and Young People Scrutiny Committee

In response to a letter (dated 27 June 2017) from the Cabinet Member for Housing and Communities, Cllr Lynda Thorne, a joint CYPSC/ CASSC Task Group was formulated. The scope of the inquiry called for close examination of the situation in the Butetown and Grangetown areas in particular. The first meeting took place on 17 October, 2017, chaired by Cllr. Saeed Ebrahim.

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,

The recommendations of the Task Group were endorsed by both Scrutiny committees, and commended to Cabinet for implementation, in consultation with the community safety board and organisations within the wider Cardiff partnership arrangements. The recommendations in the report have been shared with partner agencies for consideration and have been discussed at the community safety delivery board.

The Cabinet at its meeting on 18 April 2019 agreed that of the 19 recommendations, 12 have been accepted, 6 accepted in principle and 1 to follow (Recommendation 17). The response to each recommendation is detailed in the Appendix to the Cabinet Report, with

an explanation as to why the recommendation is either accepted, rejected or accepted in principle or in part.

The Committee will consider the Cabinet response at the next joint Committee meeting with Children and Young People.

## CORPORATE PLAN & BUDGET

The Council's Constitution allows for scrutiny committees to consider the draft Cabinet budget proposals prior to their consideration by the Cabinet and Full Council. The Committee considered the Council's draft Corporate Plan and draft budgetary proposals for 2019 -20, including their detailed savings proposals and Capital Programme at its meeting in February 2018. It reviewed the draft Corporate Plan and budget savings proposals.

The Committee identified a number of issues across the Corporate Plan, Corporate Budget and Directorate Budget reports. These concerns were included in a letter, sent to the Policy Review and Performance Scrutiny Committee for it to take into consideration when it reviewed the overall Corporate Plan, Consultation and Budget proposals on 20 February 2019 and to the Cabinet for consideration at its meeting on 21 February 2019.

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

## MONITORING PERFORMANCE

In response to the Wales Audit Office Corporate Assessment 2014, this Committee established a Performance Monitoring Panel to triage the quarterly performance reports and undertake 'deep dives' as needed, outside of Committee meetings. At a meeting of the Committee in October 2017, two Members agreed to take responsibility for holding quarterly meetings, and if any concerns arose, they would contact the appropriate Cabinet Members/Officers to provide responses either to the Performance Panel, or to address full Committee.

Quarter 3 Performance for Adult Social Services and People and Communities was taken to full Committee on 3 April 2019. Within the meeting, Members raised concerns in relation to:

### People & Communities

- Lack of detail with regard to implementation plans
- Further information on the Older Persons' Housing Strategy 2019-2023 Action Plans
- Resource availability and management in regard to the 'Housing First' Pilot
- Days to Re-Let figure for void properties (which at the time of the meeting stood at 89 calendar days)

As a result Members requested further information on the Older Persons' Housing Strategy 2019-2023 Action Plans along with an update on how the management and turnaround of voids properties will be addressed. These requests will be included in the 2019/20 Work Programme.

### Adult Social Services

- Level of contact with voluntary organisations in terms of commissioning and service provision
- Level of care homes and domiciliary care providers currently in escalated concerns.

Quarter 4 Performance is scheduled for full Committee on 5 June 2019.

## WORK PROGRAMME FOR 2019- 20

Members of the Committee will be invited to consider items for possible inclusion in the Committee's work programme during 2019-20. Work is currently in progress to draw together issues for the Committee to consider. A draft work programme will then be developed and brought to Committee for approval and implementation. The Committee would welcome suggestions for scrutiny items from other Members.

## FUTURE SCRUTINY WORK

During 2018/19, there were a number of issues that had been identified as Items for the Work Programme, but were unable to be considered, due to time pressures. In addition, there were a number of issues that arose from the Committee's deliberation of Items. Therefore, the following may be considered for the 2019/20 Work Programme.

- ❖ Safety in Parks
- ❖ "Designing Out Crime" in New Communities
- ❖ Locality Based Working & Neighbourhood Partnerships
- ❖ Well-Being of Staff in Social Care
- ❖ Single Licensing Enforcement Policy Update
- ❖ Review of Safety checks in High-Rise Properties
- ❖ Supporting People Local Delivery Plan
- ❖ Community & Well Being Hubs Programme
- ❖ Cardiff & Vale of Glamorgan's Violence against Women, Domestic Abuse & Sexual Violence Strategy 2018-2023 (*Update*)
- ❖ Performance Reports.
- ❖ Relevant Audit, Inspection and Regulatory Reports.
- ❖ Cabinet Responses to previous Inquiries.
- ❖ Implementation of agreed recommendations from previous Inquiries.
- ❖ Joint Commissioning Strategy for Adults with a Learning Disability 2019-2024 (*Review of Action Plans*)
- ❖ Older Persons' Housing Strategy 2019-2023 (*Update*)
- ❖ Cardiff Design Standards
- ❖ Welsh Government Rent Cap Updates
- ❖ Council Void Properties – Quarterly Updates & Swansea Model
- ❖ Community Mental Health Services – Review of Action Plan



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**WORK PROGRAMMING: TASK & FINISH INQUIRY UPDATE**

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**Reason for the Report**

1. This report enables the Committee to consider an additional terms of reference for the Closer to Home Inquiry, detailed in **Appendix A**.

**Background**

2. Within a Task & Finish Meeting held in May 2019, Members requested an additional terms of reference be included in the inquiry. Attached at **Appendix A** is a scoping exercise document setting out the inquiry's objectives and way forward. The additional terms of reference requested within the meeting is highlighted within the Appendix for ease of reference.
3. A meeting between the PSO, Head of Democratic Services and Director of Social Services is scheduled before Committee to discuss the document, and a verbal update will be provided within the meeting by the PSO.

**Way Forward**

4. Members may wish to consider this amendment to the inquiry's terms of reference as set out in **Appendix A**
5. Members will also need to confirm whether they are willing and able to sit on the task and finish group. The usual number of Members on a task and finish group is 3 or 4, with the aim of ensuring political balance. Committee Members who volunteer to sit on a task group will then meet together to draft a scoping report for each of the Inquiries; these will provide draft terms of

reference and proposals for the structure of the Inquiry, including the number of meetings, site visits and witnesses. All Committee Members will then have the opportunity to discuss the draft scoping reports and suggest amendments and refinements, prior to agreeing the scoping reports for implementation.

### **Legal Implications**

6. 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**

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 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 formally agreeing the terms of reference for the inquiry attached at **Appendix A**.
- ii. To reaffirm membership and consider any additional membership requests.

**Davina Fiore**

**Director of Governance and Legal Services**

**30 May 2019**

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**COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE - SCRUTINY  
INVESTIGATION SCOPING EXERCISE SUMMARY SHEET  
(AS OF MAY 2019)**

|   |  |
|---|--|
| <b>PROPOSED TOPIC: Closer to Home Strategy</b>  |  |
| <b>PROPOSED TYPE OF SCRUTINY INVESTIGATION: Inquiry</b>   |  |
| <b>Proposed Terms of Reference</b>  | <p>To review current pathways (with a particular focus on the decision making process) in relation to supported living arrangements for adults with a learning disability</p> <p><b>To review all residential College placements and how decisions are made in terms of continuation</b></p> <p>To identify best practice in relation to transitioning individuals from an out-of-county placement back into Cardiff</p> <p>To engage with service users and their families in relation to the above whilst also understanding their level of involvement– placing them at the centre of any recommendations going forward</p> <p>To identify current funding arrangements, consider whether this is being used effectively and make recommendations accordingly</p> <p>To identify and recommend a range of options and provision (based on best practice) that could be developed and implemented in Cardiff</p>   |
| <b>Task &amp; Finish Group Recommended?</b>   | Yes  |
| <b>Number of meetings required</b>  |  |
| <p><b>Meeting 1</b></p> <p><b>7 February 2019, Room 263c, County Hall</b></p>   | <p><b>Setting the context</b></p> <ul style="list-style-type: none"> <li>• To consider the draft <b>Joint Commissioning Strategy for Adults with Learning Disabilities</b>, which will include views and observations from: <ul style="list-style-type: none"> <li>○ <b>Councillor Susan Elsmore</b> (Cabinet Member for Social Care, Health &amp; Well-being);</li> <li>○ <b>Claire Marchant</b> (Director of Social Services);</li> <li>○ <b>Emma Mulinder</b> (Operational Manager - Learning Disabilities);</li> <li>○ <b>Denise Moriarty</b> (Strategic Lead Planning Officer, Social Services)</li> </ul> </li> <li>• <b>For the Task Group to:</b> <ul style="list-style-type: none"> <li>○ Agree the proposed scope of the Inquiry</li> <li>○ Propose and agree a terms of reference for the Inquiry</li> <li>○ To agree how Members wish to undertake the Inquiry – potential witnesses, research, timescales etc.</li> </ul> </li> <li>• <b>Planning</b> - to deliberate what has been considered at this meeting and the next steps in the investigation</li> </ul> |
| <p><b>Meeting 2 – 5 March 2019, Park Inn, Cardiff City Centre</b></p> <p><i>(Links to best practice research)</i></p> | <p><b>“Improving Lives, Improving Practice” launch</b></p> <p><b>Objectives:</b></p> <ul style="list-style-type: none"> <li>• Seek commitment to change commissioning practices</li> <li>• Ensure families and service users at centre of process</li> <li>• Influence commissioning practices to focus on ‘a good life’</li> </ul>  |

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| 4.SS.01c | Issue 2 | Date: 16/05 | Process Owner: Chief Officer Scrutiny, Change & Efficiency | Authorisation: Scrutiny OM | Page 1 of 1 |
|----------|---------|-------------|--|----------------------------|-------------|

|   |   |
|---|---|
|   | <ul style="list-style-type: none"> <li>• Use of good practice examples to influence change</li> <li>• Identify opportunities to ensure cost effectiveness and value for money are achievable alongside person centred approaches</li> </ul> <p><i>Supported by Cymorth Cymru and Learning Disability Wales, funded by Welsh Government and the WLGA's National Commissioning Board.</i></p>   |
| <b>Meeting 3</b><br><b>June 2019</b>      | <b>Briefing Report (setting the Context)</b><br>To include: <ul style="list-style-type: none"> <li>• Overview of the Strategy</li> <li>• How the strategy is working/operating</li> <li>• How the strategy is implemented</li> <li>• How individuals are assessed, monitored and reviewed</li> <li>• What changes (if any) to the Strategy have been made in light of budget cuts, changes in practice etc.</li> <li>• What placements are available in Cardiff</li> <li>• The range of placements being made across the board including Out of County</li> <li>• Number of young people/adults placed out of County in the past 20 years (including College placements) – what have they gone on to do?</li> </ul> <p><b>To also include views and observations from relevant Cabinet Members / Officers re the above</b></p> <p><b>Meeting objective</b> - to deliberate the information provided in the report and confirm if any changes are required for the next steps in the investigation</p> |
| <b>Meeting 4</b><br><b>June 2019</b>      | <b>Visit to Out of County Facilities</b> <i>(One College one Residential. To include obtaining service user views with a comparative based approach)</i>  |
| <b>Meeting 5</b><br><b>June/July 2019</b> | <b>Visit to Cardiff-based Facilities</b> <i>(to include obtaining service user views with a comparative based approach)</i>   |
| <b>Meeting 6</b><br><b>July 2019</b>      | <b>Obtain Views from Internal Staff</b> <i>(2hour meeting split into two parts, 30min pre-meet in advance)</i> <ul style="list-style-type: none"> <li>• To hear from key witnesses from the Closer to Home/ relevant Social Services and Housing teams on the policy processes in place which help determine the appropriate pathways and parameters for the decision making process for supported living arrangements for adults with a learning disability.</li> <li>• Helpful if staff could provide a process chart which could be talked through</li> <li>• Understand how the element of choice is incorporated and how differences are resolved</li> <li>• Present any questions which arose from the briefing report to staff</li> <li>• To hear staff perspective on any additional pressures they may face.</li> </ul>  |
| <b>Meeting 7</b><br><b>July 2019</b>      | <b>Obtain views from Providers/Partners</b> <i>(2hour meeting, 30min pre-meet in advance, to include key witnesses from Support Groups, RSL, Dom Care, Health</i>   |

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| 4.SS.01c | Issue 2 | Date: 16/05 | Process Owner: Chief Officer Scrutiny, Change & Efficiency | Authorisation: Scrutiny OM | Page 2 of 1 |
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|   |  |
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|   | <p><i>Colleagues)</i></p> <ul style="list-style-type: none"> <li>• Gather perspectives</li> <li>• Understand resource constraints</li> <li>• Risks and risk management</li> <li>• What support is received from Council – possible areas of improvement</li> <li>• Training third party providers receive</li> </ul> |
| <p><b>Meeting 8</b><br/><b>September 2019</b></p>   | <p><b>Visit to other LA's (Core City)</b></p> <ul style="list-style-type: none"> <li>• To benchmark</li> <li>• Best practice</li> <li>• (Discussion with Gladys on possible approaches)</li> </ul>   |
| <p><b>Meeting 9</b><br/><b>September 2019</b></p>   | <p><b>Sum Up Meeting</b> – consideration of all information received during the Inquiry and agree way forward for draft report/recommendations</p>   |
| <p><b>Meeting 10</b><br/><b>October 2019</b></p>  | <p><b>Consideration of draft report/recommendations</b></p>  |
| <p><b>Background Research</b></p>   | <ul style="list-style-type: none"> <li>• <b>Obtain views from Family/Carers and Service Users</b></li> <li>• <b>Desktop research – best practice e.g. benchmarking/comparison with Core Cities and drawing on information received in the Improving Lives event.</b></li> </ul>                                      |
| <p><b><u>Proposed Reporting Arrangements</u></b></p>  |  |
| <ul style="list-style-type: none"> <li>• Investigation to be undertaken between May 2019 and September 2019</li> <li>• Report to be considered by the Scrutiny Committee – October 2019</li> <li>• Report from Scrutiny to Executive - Nov 2019</li> </ul>  |  |
| <p><b><u>Potential Outputs/Outcomes from this investigation</u></b></p>   |  |
| <ul style="list-style-type: none"> <li>• To put forward a range of options for Cabinet consideration, based on service user/family/carer views; and best practice: <ul style="list-style-type: none"> <li>○ To develop current pathways in relation to supported living arrangements for adults with a learning disability to ensure service users, their families and carers have a clear picture of options available to them; and how it will be implemented;</li> <li>○ To identify best practice in relation to transitioning individuals from an out-of-county placement back into Cardiff;</li> <li>○ To identify and recommend a range of placements and provision (based on best practice) that could be developed and implemented in Cardiff</li> <li>○ To identify current funding arrangements, consider whether this is being used effectively and make recommendations accordingly</li> </ul> </li> </ul> |  |

|          |         |             |   |                               |             |
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| 4.SS.01c | Issue 2 | Date: 16/05 | Process Owner: Chief Officer Scrutiny,<br>Change & Efficiency | Authorisation: Scrutiny<br>OM | Page 3 of 1 |
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**TEMPORARY & SUPPORTED ACCOMMODATION - SINGLE PERSONS  
GATEWAY – 21 JANUARY 2019 COMMUNITY AND ADULT SERVICES  
SCRUTINY COMMITTEE MEETING**

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**Reason for the Report**

1. To enable the Committee to consider the draft report following the Community & Adult Services Scrutiny Committee meeting, held on 21 January 2019 which considered the single persons gateway. The draft report is attached at **Appendix A**.

**Background**

2. When considering the Committee's work programme for 2018/19, Members agreed that they would wish to undertake a piece of work around temporary and supported accommodation, particularly in relation to individuals going through the single persons gateway. Members agreed that they would wish to hear from a range of organisations, front-line workers and service user perspectives on:
  - Are services fit for purpose?
  - How the hostels work together – is it effective?
  - Supported accommodation – how effective is it? What kinds of support is on offer?
  - Do people coming through the gateway get the support they need?
  - The complexities of the service and the people that use it.

3. At the meeting, Members heard from a range of witnesses, including:
  - Cabinet and Senior Officers in Cardiff Council
  - The Huggard Centre
  - The Wallich
  - Salvation Army
  - Ty Tresillian and the Outreach Team
  - Tamsin Stirling, Independent Housing Consultant

### **Way Forward**

3. During the meeting, Members may wish to:
  - Reflect on the draft report attached at **Appendix A**
  - Consider recommendations to be included in the report – or agree a meeting outside of the Committee to do so.

### **Legal Implications**

4. 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**

5. 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. Reflect on the draft report attached at **Appendix A**
- ii. Consider the recommendations to be included in the report – or agree a meeting outside of the Committee to do so.

**Davina Fiore**

**Director of Governance and Legal Services**

**30 May 2019**

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**COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE**

**21<sup>ST</sup> JANUARY 2019**

**TEMPORARY AND SUPPORTED ACCOMMODATION – THE SINGLE PERSON'S  
GATEWAY**

**Background**

1. At a meeting of the Community & Adult Services Scrutiny Committee (CASSC) on the 5<sup>th</sup> December 2018<sup>1</sup>, Members received the “Homelessness and Housing Review Strategy 2018-22”. At this meeting, Members agreed that they wished to hold an additional meeting dedicated to looking at temporary and supported accommodation via the Single Persons Gateway.
  
2. The aim of the meeting would be to obtain views from a range of sources, to explore views around the following issues:
  - An update on winter arrangements for 2018/19.
  - Are services fit for purpose?
  - How the hostels work together – is it effective?
  - Supported accommodation – how effective is it? What kind of support is on offer?
  - Do people coming through the gateway get the support they need?
  - The complexities of the service and the people that use it.
  
3. A CASSC meeting was held on the 21<sup>st</sup> January 2019. The meeting heard from a range of witnesses, with focus on the bullet points in paragraph 2 above. At this meeting, Members heard from a range of witnesses, including:
  - Cabinet and Senior Officers in Cardiff Council

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<sup>1</sup> <http://cardiff.moderngov.co.uk/documents/g3438/Printed%20minutes%2005th-Dec-2018%2016.30%20Community%20Adult%20Services%20Scrutiny%20Committee.pdf?T=1&LLL=0>

- The Huggard Centre
  - The Wallich
  - Salvation Army
  - Ty Tresillian and the Outreach Team
  - Tamsin Stirling, Independent Housing Consultant
4. Prior to the meeting, Members also received a copy of Shelter Cymru's report entitled "*Trapped on the Streets Understanding Rough Sleeping in Wales*"; as well as a written submission from United Welsh Housing. Both are attached at **Appendices A and B** respectively.

### **Issues**

5. 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.
6. Provision:
- Emergency Accommodation - 71 Units
  - Hostels - 232 Units
  - Supported Accommodation - 256 Units
  - Cold Weather Provision provides an additional 90+ Units.
7. The Single Persons Gateway provides a single point of access pathway into a range of supported accommodation for single people and couples.
8. 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.



9. The majority of Gateway accommodation is used as temporary housing for homeless clients until suitable permanent accommodation is sourced. Some clients will remain in the 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.
10. 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.
11. 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.
12. 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.
13. 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.

### **The Meeting**

14. As already stated, the meeting on the 21<sup>st</sup> heard from a number of witnesses (see paragraph 3 above) and the draft minutes from this meeting are attached at **Appendix C**.

15. At the meeting, Members received presentations and case studies and these are attached as follows:

- **Appendix D** – Overview of the Single Persons Gateway by Cllr Thorne, Sarah McGill and Jane Thomas
- **Appendix E** – Presentation by the Salvation Army, plus case studies
- **Appendix F** – Presentation about the Multi-Agency Task Group by Ian Ephraim
- Attached at **Appendix G** is a list of studies in relation to this topic, as referenced by Tamsin Stirling in her presentation.

## KEY FINDINGS

### Current Provisions & Safety

- KF1. There are a range of varying accommodation provisions available in Cardiff with an additional 3 Housing First Units currently being developed. Accommodation provision is assigned in line with the individuals need and vulnerability.
- KF2. There is a need for a greater understanding of the complexities of the individuals requiring immediate accommodation assistance. Such knowledge would aid services in ensuring an individual's accommodation is maintained, whilst avoiding the likelihood of negative moves and an individual re-entering the system on a continued basis.
- KF3. There are a number of specialist projects in place for homeless women, with an additional precautionary measure of women within hostels being segregated.
- KF4. Prevalent across all partners is the difficulty of moving people on into secure, sustainable, long-term accommodation. Reasoning for this is due to difficulties in identifying complex needs.
- KF5. There appears to be a lack of national priority for investment in alternative accommodation provisions.
- KF6. Within Cardiff, there is a lack of available social housing and private rented sector housing engaged in the system.

## **Engagement**

- KF7. Additional, positive and innovative advertising regarding provisions for the homeless is needed.
- KF8. Reasoning for some individuals not engaging with, and using, the provisions available are due to the perceived restrictive rules in place surrounding substance use.
- KF9. There is a need to challenge the mind-set around rough sleepers and shape public perceptions of rough sleepers with a move towards a “kinder Cardiff”.

## **Service Users' Needs**

- K10. There has been a significant change in the needs and complexities of clients – many are younger and have a range of issues such as mental health and substance misuse.
- K11. Current drugs laws prevent organisations from fully exploring alternative ways of working with homeless individuals who may be alcohol or drug dependant.
- K12. The vast majority of rough sleepers have either a mental health problem or a substance misuse problem and most of them have both.

## **Partnership Working**

- K13. There is a frontline hostel network that meets monthly where data is fed in and collaborative working is developed.
- K14. Short-term funding is not conducive to planning and developing services and places smaller organisations at a disadvantage.

K15. Key to the long term picture is the inclusion, and collaboration with, health and this is a key objective of Cardiff's multi-disciplinary team. Certain organisations are involved in the homelessness agenda such as the Public Services Board, however collaborative working is an area that needs to be improved.

## RECOMMENDATIONS

The task group has identified opportunities for placing the service user at the heart of service provision which will require raising the profile of homeless provisions both politically and operationally. Members consider these step changes are well within the organisations reach.

### **The Cabinet is recommended to:**

R1. XXXXX

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## **Trapped on the Streets**

Understanding rough sleeping  
in Wales

## Our Vision

Everyone in Wales should have a decent and affordable home: it is the foundation for the health and well-being of people and communities.

## Mission

Shelter Cymru's mission is to improve people's lives through our advice and support services and through training, education and information work. Through our policy, research, campaigning and lobbying, we will help overcome the barriers that stand in the way of people in Wales having a decent affordable home.

## Values

- Be independent and not compromised in any aspect of our work with people in housing need.
- Work as equals with people in housing need, respect their needs and help them to take control of their lives.
- Constructively challenge to ensure people are properly assisted and to improve good practice.

Research written by Rebecca Jackson, Policy and Research Officer

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Welsh Housing Aid Ltd (trading as Shelter Cymru)  
Registered charity number: 515902  
© Shelter Cymru 2018

This report is available to download free of charge from  
[www.sheltercymru.org/policy-and-research](http://www.sheltercymru.org/policy-and-research)



# Introduction

Street homelessness in Wales is an increasingly visible and pressing issue. Anybody walking the streets of our cities and towns can't fail to notice how many people are bedding down in the open air.

Evidence suggests there has been an increase in rough sleeping of 10 per cent in the space of a year, from 313 to 345. This is on top of a 30 per cent increase the previous year. And it confirms what many service providers in Wales, including ourselves, have been reporting.

Amid rising media interest and pressure from the public, some councils have claimed there is no need for anybody to sleep rough. And yet even during the punishing winter temperatures of early 2018 there were dozens of people spending their nights sleeping on streets across Wales.

We know that there is good work being carried out across Wales to prevent and tackle homelessness. However, for people sleeping rough something has gone wrong and the solutions available have clearly failed.

Current responses to street homelessness don't seem to be fully working, and the frustration of service providers is all too clear. Increased use of public space protection orders, dispersal orders, hostile architecture, and schemes to discourage begging all point to a deepening official intolerance of rough sleeping.

To successfully address the issue we first need to fully understand it.

Why are the numbers of people sleeping rough increasing year on year?

What are the factors that are keeping people on the streets – and how can we overcome them?

We recognise that this piece of research does not reflect the full scope of work that is undertaken by the sector to prevent and tackle homelessness. We acknowledge that there is a great deal of good practice taking place in Wales that is not represented within this report due to the aims of the study, which are to:

- Examine who is currently sleeping rough
- Investigate how people who were sleeping rough had initially become homeless
- Explore the challenges and barriers facing people who are sleeping rough in Wales.

We spoke to 100 people who are currently sleeping rough in Cardiff, Swansea and Wrexham. We also interviewed 25 professionals involved in homelessness and related services, and we held two events where we presented the testimonies of street homeless people and worked together with 70 professionals to reflect on the findings and develop a raft of solutions.

We'd like to thank Cardiff, Swansea and Wrexham Councils for taking the brave step of funding this independent study into the experiences of people who are currently street homeless.

## How we did the research

Although we set out to use a formal approach, including a survey and semi-structured interviews, it quickly became apparent that many people were reluctant to participate in this way.

So we adopted an ethnographic approach to the study: observing people sleeping rough at different times of the day, in different locations and in different scenarios. Interviews were carried out in a conversational way to build trust.

Informed verbal consent was obtained from participants. This approach was felt to be more ethical and sensitive, meaning that people weren't intimidated by the researchers and the power balance between researcher and participant was equal. In one of the areas a peer researcher was present.

A total of 100 ethnographic conversations were conducted – these inform the report, with case studies and stories used to illustrate experiences throughout.

A subsample of 35 people also completed a structured survey – where we use percentages they are drawn from this subsample only.

We also interviewed 25 professionals working in a range of roles and across numerous sectors including health, housing, social services, police and specialist services such as substance misuse.

## Who is on the streets?

This section will explore who is sleeping rough in the three areas included in the study.

It will attempt to characterise who is on the streets. We explored particular subgroups: age, gender and ethnicity/nationality.

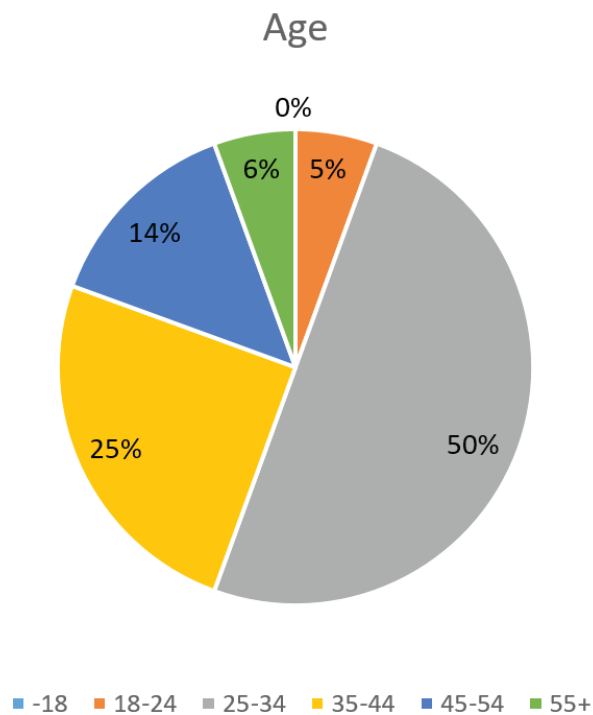
We found that certain groups were particularly prominent among the people we spoke to:

- **Prison leavers** – Priority need status was given under Welsh legislation in 2001 to people leaving prison who had a local connection to the local authority. However, changes to the priority categories under the Housing (Wales) Act 2014 mean that now a person is only in priority need if they have a local connection with the area and are vulnerable as a result of being an ex-prisoner.
- **Care leavers** – Often due to loss of a tenancy, exclusion from support services and difficulties linked to shared accommodation housing benefit rates.
- **People with complex unmet support needs** – including but not limited to people with poor mental health, substance misuse issues, offending, learning difficulties and domestic abuse.
- **Couples** – a lack of couple's provision was often cited as the cause of them sleeping rough.

The ages of the people we spoke with varied and of the 35 a total of 18 were aged between 25 and 34 (see figure 1). It was a similar picture among the rest of the 100 participants, although we also spoke with one person aged under 18 who was not surveyed.

The professionals we spoke to share a perception that the age profile of people sleeping rough has lowered in recent years, with increasing numbers of younger people on the streets in Wales.

Figure 1: Ages of people sleeping rough



So what's driving this? Professionals felt that changes to housing benefit, namely the introduction of shared accommodation rates for under-35s, was one key driver. Street homeless people didn't mention welfare changes directly, but they did discuss the lack of decent and appropriate move-on accommodation which is a knock-on effect of certain welfare cuts.

Only a small number of participants felt that shared accommodation would work for them and even in those cases people expressed a preference for small-scale accommodation with approximately three other people in an intensively supported environment.

One of the possible factors behind this apparent increase among 25-34 year olds may be the more prevalent use of tenancies in shared accommodation, and the failure of those tenancies. We spoke to a number of people within this age group who actually had a tenancy within a shared setting, but due to antisocial behaviour (ASB) or other issues felt they were unable to stay there.

We also spoke to people who had previously held a tenancy within shared accommodation and had lost their accommodation for a range of issues including rent arrears, ASB and abandonment.

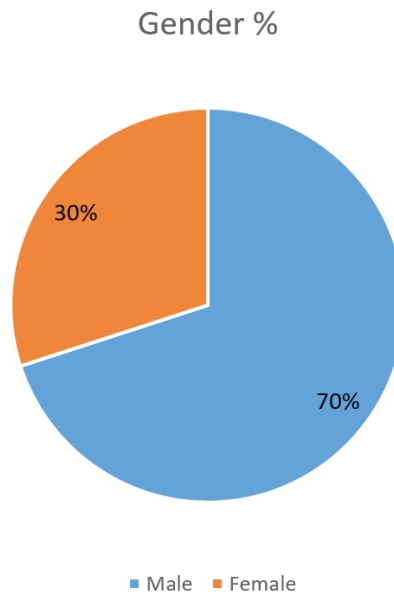
Professionals also told us that they struggled to find appropriate shared accommodation that is affordable and private landlords willing to accept housing benefit. Furthermore, the majority of people under the age of 35 who we spoke to told us that they didn't want to live in shared accommodation and wanted their own home.

There was a significant proportion of people who had experienced care within this age group who had often had a period of independent living since leaving care and had later lost their tenancy. There was one case where someone was below the age of 18 and had a current care order.

Recent research found that less than 1% of rooms advertised in Cardiff were affordable for those on the Shared Accommodation Rate and accepted housing benefit.

**Source:** Social Security Advisory Committee (2018) Young People Living Independently.

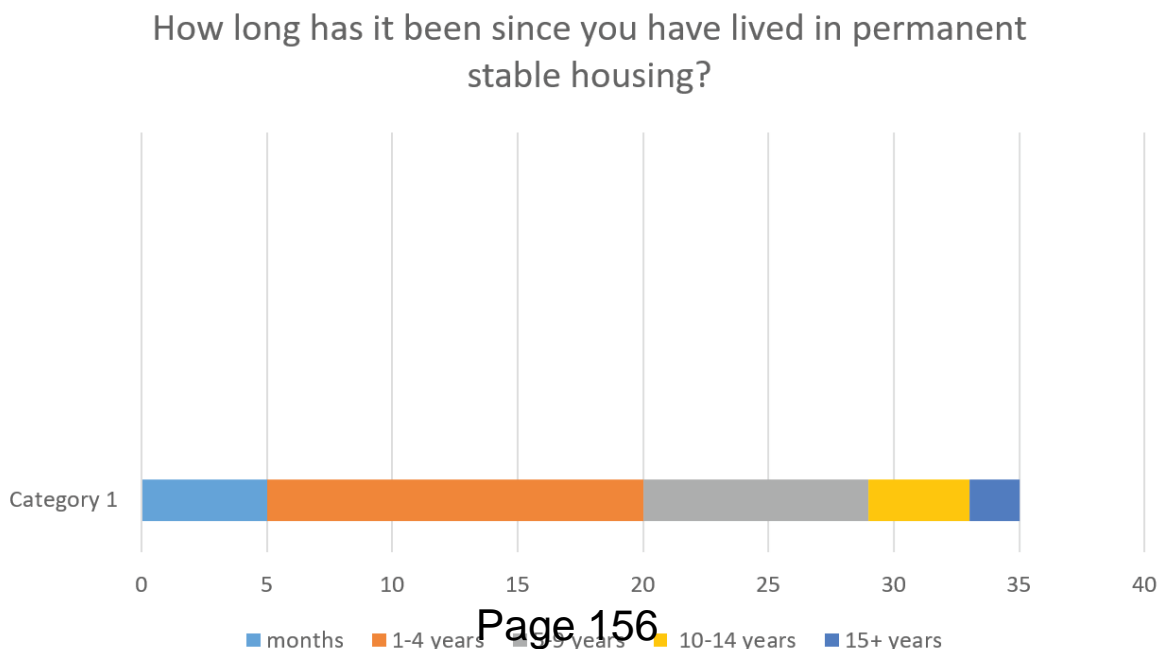
Figure 2. Gender of people sleeping rough



The length of time that people had been sleeping rough varied considerably, from one night to 20 years (see figure 3). Many people had more than one experience of being homeless and sleeping rough. For many it appeared that they had been continuously cycling in and out of homelessness for a long time.

Many people had not had stable or secure accommodation since leaving their family home, instead experiencing different foster placements, institutional stays and chaotic childhoods.

Figure 3: Length of time without stable accommodation



# Journeys into homelessness

What did people tell us were the main reasons why they were street homeless? It is hugely important to note that although there were some common causes described by people sleeping rough, the population is diverse and each person's needs and experiences were vastly different.

Each person had their own story and views. There were no two stories the same, and it would be a mistake to generalise too much about specific pathways into homelessness and rough sleeping.

Causes of homelessness are often grouped into two categories: individual factors, which are problems in the person's own life, such as physical or mental health conditions or relationship breakdown; and structural factors, which are wider problems in the system such as the rising cost of housing, the poverty trap, and welfare benefit cuts.

When we spoke with professionals working within the sector, we were frequently told that people who were sleeping rough were likely to excuse or attribute the cause on their homeless on structural factors rather than 'take responsibility for their own actions and choices'.

This was completely the opposite of what emerged when we spoke to street homeless people. People actually tended to focus on individual rather than structural factors: issues such as poor mental health, substance misuse, offending, ASB and bereavement were far more prevalent in responses than structural factors.

Many people described feelings of worthlessness, self-blame and low self-esteem. There is clearly a disjoint between the perceptions of some professionals and the views of many rough sleepers.

In recent years much research has been carried out into the causes of homelessness and more specifically rough sleeping. Our study found that the causes of people becoming homeless in Wales reflected existing evidence. Common causes included loss of tenancy, loss of employment, relationship breakdown and time spent in an institution.

These causes of homelessness are well known already. We were looking for factors that might explain the reasons behind the recent rise in numbers of street homeless people.

While no simple reason emerged, we did find that welfare reform and austerity were frequently mentioned, either directly (particularly by professionals) or indirectly (particularly by street homeless people in their discussions of housing affordability).

There was little direct mention of structural factors such as bedroom tax, sanctions or universal credit but what was reported was impact of structural factors: financial difficulty, debts and arrears, difficulties in shared accommodation, in conjunction with other individual factors.

It is likely that these structural changes did have an impact but what was more significant was the person's ability to manage the impact: what counted was their personal and economic resilience to these effects.

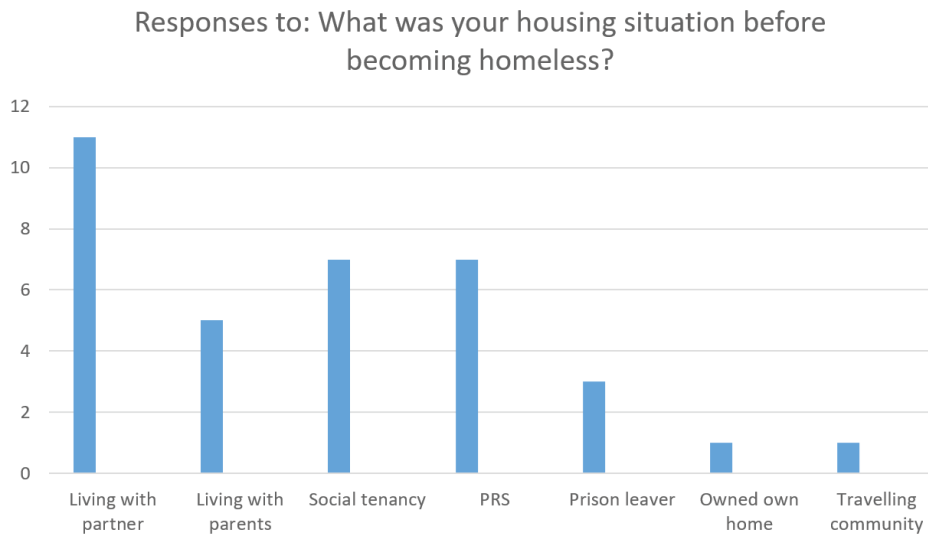
We found that these structural and financial issues were more visible as barriers to rehousing people who are already sleeping rough than as the prime cause of their homelessness.

Recent research found:

- 17% of rough sleepers first became homeless due to being evicted
- 31% of rough sleepers first became homeless due to family or relationship breakdown
- 13% of rough sleepers first became homeless due to being released from prison with nowhere to live

Source: analysis of 2 week National Rough Sleeper Count Questionnaires: November 2017.

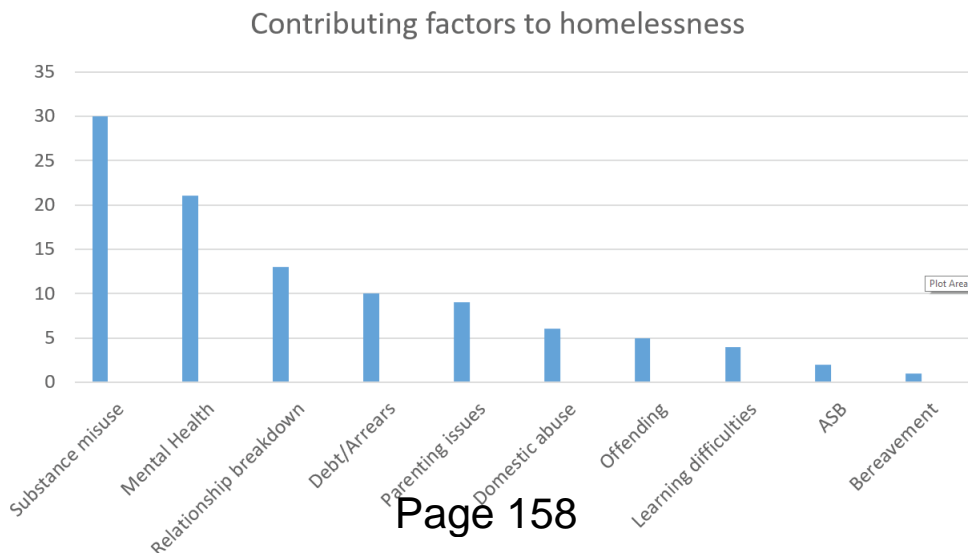
Figure 4: Housing situation prior to homelessness



It was difficult to establish the housing journeys of many of the people we interviewed as quite often they had experienced significant periods of insecure housing before becoming homeless.

There was a complex interplay between structural, social and individual factors. Numerous issues were cited as contributing to an individual's homelessness and in the majority of cases there were multiple factors (see figure 5).

Figure 5: Contributing factors to homelessness



Substance misuse and mental health were frequently mentioned, and difficulties accessing specialist services for those needs were common. It was clear that many people were vulnerable even before becoming homeless.

Unsurprisingly, people who were sleeping rough and had an existing mental health and substance misuse issue reported a further decline in their wellbeing after becoming homeless.

### Could anything have prevented people becoming homeless?

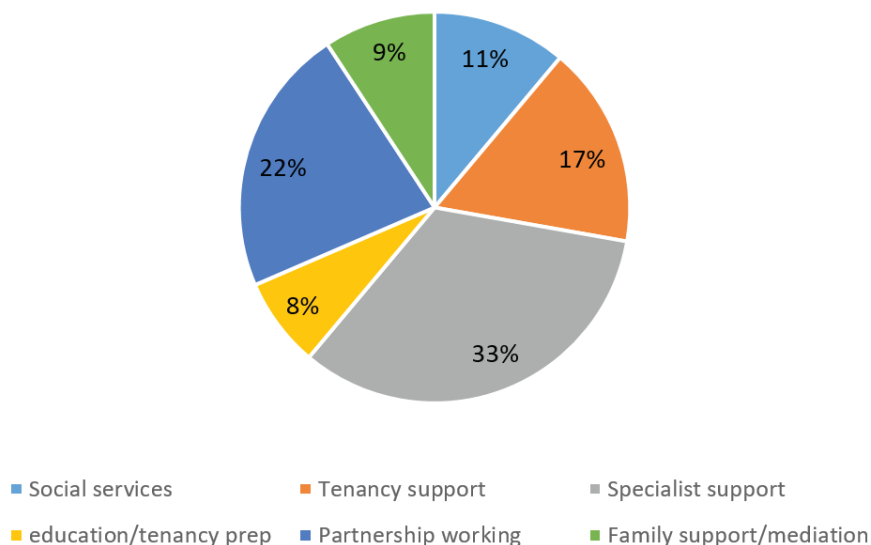
Despite the complexity of people’s issues, most felt that their homelessness was not inevitable and could have been prevented.

A high proportion of people had been receiving tenancy support prior to their homelessness but often felt that it was not intensive enough, or that the support was not independent from the landlord which caused conflict.

Some people suggested that support should be available outside office hours as that is quite often when issues arise. Difficulties accessing specialist support for substance misuse, mental health and domestic violence were also routinely identified (see figure 6).

**Figure 6: Homelessness prevention**

Could anything have prevented your homelessness?



There was evidence of a lack of effective partnership working with many participants having contact with numerous agencies but still having unmet support needs.

Some people became homeless due to the tenancy holder of their accommodation (usually a parent) going into care, or a lack of support for the transition between institutions such as prison, foster care, children’s homes and hospital and into independent living.

People who had been in care felt that they were ill-prepared for the responsibility of a tenancy and were vulnerable to exploitation.

A large majority of people were able to point to interventions that could have prevented their homelessness. Most people felt that they may have needed multiple interventions but that either the service was inadequate or inaccessible.

*'It would be much better to have an independent agency doing the tenancy support work, as there would be a greater level of trust between the parties' - Professional*

People who were currently sleeping rough and had experience with social services prior to becoming homeless reported feeling let down. It was felt that there would have been opportunities for social services, when addressing the needs of the children, to also ensure the needs of the parents were identified and addressed. If these needs had been recognised and sufficient support put in place then this may have prevented people from becoming homeless.

A number of people, particularly those who had spent time in care, felt that they needed more support and training to prepare them for independent living.

Many reported feeling overwhelmed by the responsibility of managing finances, running a home and coping with day-to-day tasks. Better tenancy support was a common suggestion from participants: support that was more holistic, more readily available outside office hours, and genuinely independent from the landlord.

Some of the participants felt that some sort of mediation, whether within a family setting or within a community would have prevented them becoming homeless. This was mentioned particularly by younger people who had not experienced care.

Unmet support needs were mentioned very frequently: in particular the need for support that addressed specific needs such as mental health, addictions (largely substance misuse and gambling) and domestic abuse.

In most cases there were multiple needs so it is likely that numerous agencies would need to be involved, increasing the significance of strong partnership working.



# Journeys on to the street

The reasons for people sleeping rough in Wales also reflected the evidence base and in general were due to the failure of the solutions that were offered to an individual at the point of presenting as homeless. In particular the key drivers were a lack of emergency accommodation, a reluctance or inability to access available emergency accommodation, and being excluded from services.

The structure and accessibility of these services, coupled with individual factors, emerged as the biggest cause for people to sleep rough.

## Emergency accommodation, hostel provision, and the lure of the street-based lifestyle

We found significant problems with the way that emergency accommodation is provided. In two of the local authority areas there was a distinct lack of emergency accommodation which led to people relying on bed and breakfasts.

In these areas the accommodation was either just totally scarce or was managed in a way which meant that the rules were inconsistent with people's needs and situations, particularly for those with active addictions.

In the other area the main reason people were sleeping rough was due to a reluctance to access the available accommodation. The reasons for this included fear of other residents, exposure to substances, risk of sexual exploitation and negative perceptions of the service. This was particularly evident with larger scale shelters.

Professionals were divided about this issue. Those working within projects reported that clients' substance misuse was so problematic that it was causing a number of issues: some people using constantly throughout the night which is not tolerated within the projects; some people being drawn to the streets, particularly during the night, to beg and raise enough money to fund their drug use; some people behaving in an erratic, aggressive or threatening manner due to the substances being used, specifically New Psychoactive Substances (NPS).

*'Many people using (NPS) become comatose or aggressive and violent' - Professional*

There were feelings among professionals that commissioning practices were leading to providers being expected to do more with less which often led to unsafe and problematic environments.

Some described high ratios of staff to residents: one worker to 10 or 15 residents with high support needs. This was deemed to be dangerous to both staff and residents.

In areas where there was a range of emergency and supported accommodation available, professionals felt that the reluctance of people to access this could be explained by an insufficient focus on matching services to people's needs.

Professionals overwhelmingly felt that beds should be assigned according to need rather than on a 'first come first served' basis. They felt that if existing accommodation was managed more strategically then they would not be such chaotic environments and people would feel safer and be more willing to access them.

Professionals not working in hostel provision felt that some rules within hostels were unfair and failed to actually cater for the client group that they are funded to support. There was evidence of people sleeping rough being excluded from hostels for not adhering to unrealistic rules and policies. For example, a number of hostels do not allow people to re-enter the provision if they have left to take substances or to beg.

*‘The policy to not let people back in (to hostel accommodation) if they go out to score more NPS drugs is the wrong approach, as there is such a massive wastage of bed spaces... workers in hostels should be adequately trained to be able to manage residents who are under the influence so that they can be re-admitted off the streets back into a place of safety’ - Professional*

Many people who are sleeping rough did report significant issues with substance misuse and did explain that they would beg to fund their habit – however, they usually reported that they were not in receipt of benefits and had no other income.

Despite the view that people were using substances constantly throughout the night, most people we saw past midnight had already ‘bedded down’ and some were sleeping.

During the research there was a period of time in which we had extremely adverse weather and high snowfall. In one of the areas there were between 13 and 26 people still sleeping rough in the snow each night with reported empty beds in accommodation.

This is during a time when their ability to generate an income from begging or other street-based activity would have been severely restricted or non-existent, suggesting that the ‘gravitational pull’ of the street should not be over-estimated as a cause of homelessness.

The need to have emergency accommodation that’s equipped to deal with high levels of substance misuse and their effects is clear. However, it’s likely that if these were large scale projects they would still be perceived as intimidating and dangerous places.

People with active substance issues told us they didn’t want to be in an environment that was chaotic or would intensify their usage.

Some professionals understood this dynamic of addiction and felt that placing large groups of people with a wide variety of different substance misuse issues together was likely to result in a chaotic environment that would not be healthy to live or work in. Furthermore, there was awareness and concern that people supplying drugs tend to target large scale projects.

## Chapter summary

The causes for homelessness are wide-ranging and include a mix of individual, structural and social factors.

There is extensive evidence to explain the causes of both homelessness and rough sleeping: the rise in both can be explained by increasing financial pressures such as welfare reform, the rising cost of living, and low-paid job insecurity, coupled with increasing numbers of people struggling with complex unmet support needs.

As we will discuss further on, this is all set within a system that requires people to actively navigate their way through housing, welfare, health and employment services, all of which are under pressure and struggling with the increase in demand of their services.

Accessing these services often takes considerable time and effort; for people who are sleeping rough this is time, effort and resilience that they just don’t have.

Despite the wide range of causes of homelessness, there are clearly opportunities to improve prevention work. People who took part on our research had a diverse range of suggestions for interventions that might have prevented them becoming homeless.

Improved prevention activity is likely to reduce the number of people becoming homeless, however it is also likely that some people will still experience crisis and lose their homes. What happens at that point is hugely important.

# Trapped on the streets: the 'glue' of street homelessness

What became clear during our study is that once people were sleeping rough, there were a number of issues that worked together to form a 'glue' which by placing hurdles in the way of accessing effective assistance was trapping people on the streets.

In looking at the solutions to end rough sleeping the focus needs to be on addressing the factors that make this 'glue' while also improving the solutions available when people become homeless.

## Accessing Housing Options and the Housing (Wales) Act 2014

### Navigating the system

The current housing and homelessness system is incredibly complex and difficult to understand. This was one of the most significant factors in people struggling to break the cycle of homelessness and particularly rough sleeping.

When we asked people if they'd made a formal homelessness application at the local authority Housing Options service, most people did not know at what stage of the process their assessment or application was, or even if their application was still live.

The assessment process itself presents multiple barriers for people:

- There is an expectation that people will be willing to disclose very personal information about their mental health, substance misuse and histories; and be able to evidence this with official documentation.
- The process itself, if done properly, is lengthy as professionals require as much information as possible to ensure that decisions are accurate; and due to the relief duty lasting up to 56 days.

*'They just give me the same reasonable steps as everyone else...it's a joke really'*  
- Person sleeping rough

We frequently heard from people that they were physically and mentally unable to cope with spending hours in the offices of Housing Options, for a myriad of reasons. Some reported that going over their stories and re-living the traumatic events that had occurred in their lives negatively impacted their mental and emotional wellbeing to the extent that staying on the streets was in some ways easier.

*'I don't even know. That's what I mean, I just don't know. Like my benefits, it's taken me all week to pluck up the courage to come here today and try to sort out my benefits. They're all quick to say to me "Come on, do that, do this". Well fucking hell, help me - don't sit there telling me what to do, help me. Then on the phone today and they're asking me "Why has it taken you a week?" Well because I don't know what I'm doing, I don't know what I'm supposed to do. Instead of just telling me what to do, help me'*  
- Person sleeping rough

There was evidence of good practice in one area that had begun to carry out homelessness assessments as part of their outreach activity.

*'They do all the work in the prison and do forms and everything, but then you come out and there's nothing, there's no support. They do your benefits, housing forms, dentist, everything, but the minute you're released from the gate you're on your own'* - Person sleeping rough

As well as the barriers to making a homelessness application, we found that once an application had been made there were gaps in the legislative framework that were presenting very real and perceived barriers to people.

Priority need, local connection and intentionality decisions were frequently cited as reasons why people who were sleeping rough were unable to solve their homelessness.

This was an incredibly complex issue to unpick due to people's incomplete understanding of these legal concepts, both among people sleeping rough and among professionals.

## Priority need

Under Welsh homelessness legislation, people in priority need groups have an enhanced right to accommodation. Priority need groups include:

- Pregnant women
- People with dependent children
- People who are vulnerable as a result of some special reason such as old age or disability
- Care leavers aged 18 to 21
- Armed forces veterans

If a local authority decides that someone who is homeless appears to be in a priority need group, they have a right to interim accommodation and may have a right to settled accommodation. However, a full assessment of priority need is not required at this stage of the process.

If people aren't found to be in priority need, the council will still help to prevent or relieve their homelessness for up to 56 days and may provide interim accommodation – but the council doesn't have to give them interim accommodation.

If the help isn't successful, there is no right to settled accommodation to back that up unless you are priority need.

The Welsh Government's statutory guidance for homelessness services states that people sleeping rough should be treated as priority need as they are 'likely to be vulnerable due to the health and social implications of their situation.'

Despite this, many street homeless people said the local authority had found them to be not in priority need.

In the main this was due to a lack of recognition of the person's vulnerability and because of limited resources. Professionals felt that although the majority of people sleeping rough should be priority need, services didn't have the resources to meet that duty.

*'I'm registered disabled and I'm still not priority and I've just got out of jail' - Person sleeping rough*

*'If one of them is priority because they're vulnerable then wouldn't they all be priority?... where are they going to go?' - Professional*

*'You just get told all the same: single bloke, non-priority' - Person sleeping rough*

## Intentionality

According to the law, a person is intentionally homeless if he or she 'deliberately does or fails to do anything' which leads to them losing accommodation which they could reasonably occupy.

Examples of deliberate acts include giving up accommodation that is affordable, or failing to pay rent in a 'persistent and wilful' way.

Government guidance says that councils should be careful when considering intentionality for vulnerable people, in case their homelessness is caused by an unmet support need. The guidance gives examples of situations where a person's homelessness might not be seen as deliberate: these include relationship breakdown, and fleeing threats of violence.

Intentionality should not be assessed until the later stages of the process after assistance has been offered to relieve a person's homelessness.

The people we spoke to were less likely to report that they'd been found intentionally homeless. However, we did speak to a number of people who had abandoned their property or been evicted and lost a tenancy for ASB, criminal activity and arrears. Some professionals felt there was a risk of intentionality decisions being communicated informally to people sleeping rough as a way of putting them off accessing services.

*"I would be really interested to see how intentionality decisions are recorded for rough sleepers, I suspect that these messages are given informally rather than formally to put people off" - Stakeholder*

## Local connection

Under Welsh legislation, local authorities must accept an application and assess an applicant's homelessness regardless of whether they have a local connection to that area. If the applicant is threatened with homelessness the local authority should work with them to help to prevent homelessness. However, if the household is actually homeless and doesn't have a local connection to that area, the local authority can refer the applicant to a different authority where the applicant does have a local connection. The authority must be satisfied that the applicant would not be at risk of abuse from that area.

In order to refer to another authority, the authority must be satisfied that the applicant would be owed a 'duty to help to secure' under section 73 of the Housing (Wales) Act and that they are in priority need and unintentionally homeless.

In deciding whether a person has a local connection with its area the council will look at whether they live or have family or work connections to the area or have a connection due to special circumstances.

You only need to fit into one category in order to have a local connection.

The council is not allowed to send you to another area if you don't have a local connection with any other area or if you are at risk of abuse in the only area you have a connection with.

Local connection was a significant issue for people sleeping rough and there was evidence that it was sometimes being applied and considered immediately as people were presenting as homeless.

It was particularly problematic for areas with prisons nearby. Many prison leavers said they were found to not have a local connection. There was a feeling from professionals that there is a myth among the prison population that there's a better chance of being re-housed in Wales than in England. However, this was not experienced by any of the participants.

*"I don't really have a connection anywhere. I have been homeless for years and travel around because no-one will help me" - Person sleeping rough*

As well as people who had fallen foul of these gaps in the legislation, there were many others who hadn't made a formal application because of the belief that these decisions would be made and would restrict their access to assistance.

This was compounded by a lack of accurate knowledge of the legislation among some professionals within the sector (but not in decision-making roles). Some professionals were providing advice to people sleeping rough on a casual basis that was based on misinformation and a misunderstanding of the legislation.

This was not a formal part of their role although they were working directly with people sleeping rough on a regular and intensive basis.

*'Well, local connection means that you have to live in area for five years to have a local connection there' - Professional*

*'They want to live here because their mum or dad live in this area but they themselves haven't been living here so they don't have local connection, their parents do' - Professional*

## Lack of clarity

People told us that when they'd received a decision from Housing Options, often they didn't know what the next stage of the process was or where to go for further assistance or independent advice.

Even if such information was included in letters from Housing Options, it often wasn't understood. This was generally due to the language and content of the letters being confusing and unclear. Referrals to other services often depended on the individual making contact and booking appointments themselves.

*'It's so difficult to remember appointments when you're street homeless. You're living hour to hour just trying to survive' - Person sleeping rough*

In general the system is complex to a degree that you have to be well-informed, organised and confident enough to manage and push your application through.

Personal issues, particularly around literacy along with the stressful and chaotic nature of rough sleeping, mean that the system requires a level of capability that is often beyond people who are sleeping rough.

There were examples of people being given forms by Housing Solutions to fill in despite being unable to read or write and told to ask elsewhere for help filling them in.

*'I have to wait for my letters; I don't open them because I'm scared of what they're going to say. I don't know what they mean, and it's scary. Everything is an "I don't know"' - Person sleeping rough*

# Accessing Support

## Unmet Needs

Nearly every person we spoke to reported having a support need of some description.

Most prevalent was a mental health issue coupled with a substance misuse issue: this is often known as 'dual diagnosis'. However, it was not always clear whether people had actually received an official diagnosis of a mental health condition.

People frequently reported reluctance from GPs to formally diagnose. Symptoms were instead attributed to substance misuse. Commonly reported mental health conditions were psychosis, paranoid schizophrenia, bipolar disorder and Obsessive Compulsive Disorder (OCD).

*'I was out of control and didn't know that I was mentally really ill because of my addictions. I needed help on the streets but couldn't find the strength to sort out a GP'*  
- Person sleeping rough

Professionals also felt there to be a complete gap in the response to people experiencing both issues. People working in substance misuse felt that it is incredibly difficult to treat and get someone to address their substance misuse when they have an underlying, undiagnosed and untreated mental health condition. Likewise, those in the field of mental health said that substance misuse can mask or skew the symptoms of a mental health condition.

One of the biggest issues raised both by people sleeping rough and professionals is the lack of appropriate services equipped to address and manage the issue of dual diagnosis.

*'Dual diagnosis should be seen more as a mitigating factor and landlords, social and private, should be more understanding and tolerant considering the lack of detox and rehab places'* - Professional

There was also a proportion of people sleeping rough whom the research team suspected may have an undiagnosed or undisclosed condition which would require specialist care such as autism, and Alcohol Related Brain Damage (ARBD). Existing research would suggest that the prevalence of both conditions is higher within the rough sleeping population.

Professionals also reported concern at the number of people sleeping rough who have severe learning difficulties and specialist needs.

*'Tri-morbidity is very evident...so mental health, physical health and substance misuse. Now what we're seeing is people with very complicated mental health, increasing numbers with learning disabilities...and they have really complicated substance misuse issues'* - Professional

There were also a significant number of people who had poor physical health. Common issues included emphysema, ulcers and epilepsy. There were also people who had HIV and hepatitis C who were unable to access treatment because they did not have an address.

Access to services in general was problematic as most had to go via an appointment-based system which didn't work with the chaos of people's lives on the street.

*'I have Hep C and HIV but I can't have any treatment for this unless I am housed...I self-harm regularly and I've tried to commit suicide on several occasions. I have severe depression and anxiety with psychosis'* - Person sleeping rough

People described waiting times for assessment, diagnosis and treatment that were far too long. For example the waiting times for a prescription for methadone varied from 12 to 26 weeks. Professionals described their frustration with this as they felt that people with an addiction usually have a short window of time where they feel capable of addressing their addiction and if you fail to respond quickly you miss the opportunity.

*'If someone wants to go on a script I think they've got to look at the wider picture. You've got the costs to the courts, hospitals, ambulances, and the police. You've got massive knock on cost...if people want to go on a script then just put them on a script...it's fundamental to everything' - Professional*

Many people sleeping rough felt that their priority was getting clean. Different people had different ideas about the best way to do so. Some felt that until they had addressed their addiction they would not cope with the responsibility of being in a property and that detox or residential rehabilitation was needed. Others felt that having a home was the first step in getting clean and sober. Many attributed their drug use to coping with life on the streets and felt that sleeping rough only intensified their usage.

*'Living on the streets is just not conducive to sobriety' - Person sleeping rough*

During the research there was intense focus on the widespread and growing use of NPS such as Spice and Mamba. Professionals emphasised that when people were using these substances they were particularly difficult to work with and behaved in extreme ways from being 'zombie-like' to extremely aggressive and violent. The inconsistent and erratic nature of these substances meant that professionals felt ill-equipped to manage people who were under their influence.

*'I need support to do anything; I can't see myself doing anything other than dying at the moment' - Person sleeping rough*

*'Ex-prisoners who just don't cope with the first 48 hours on release, if they aren't helped by the council, they immediately start using drugs...they are just set up to fail and the circle starts again' - Professional*

Many people sleeping rough reported using NPS to cope with the conditions on the streets, particularly the cold. They also frequently reported wanting to be numb to their situations and lives. The effects of these substances meant that they had hours of oblivion.

Many felt that the cheap cost and availability of these substances were driving their popularity. It is really important to note, however, that many people expressed feelings of utter desperation to break away from this cycle and get clean from drugs and alcohol.

*'I would like to be off these streets...you can't imagine how cold it's been...we use mamba to numb everything so time passes quickly...we don't want to know what's happening, we want silence, peace, death even' - Person sleeping rough*

*'It's cheaper than cannabis, it's stronger, and it just blocks it all out. You don't think about your problems' - Person sleeping rough*

*'At the moment I just want to get off my head, basically. It's been a year next month since my girlfriend died. That's the thing, I think I'm getting my shit together and then something will happen and – boom' - Person sleeping rough*

Many people felt they needed residential rehabilitation. Professionals also cited a need for an increase in the availability of residential rehabilitation. However, upon further exploration it became apparent that at least some existing provision is under-used and often operating with voids.



In other words, there are people who are currently street homeless and in need of residential rehabilitation but who are not being assisted to access services, even when there is spare capacity. There is no clear reason as to why but professionals suspected a few key factors:

- Referrals into residential rehabilitation need to originate from social services or the NHS. However, homelessness services can request that social services carry out a community care assessment. Professionals felt there were not enough referrals of this type, and also that it took extreme crisis for the NHS to refer somebody.
- The cost of residential treatment is expensive compared to community treatment
- The prevailing feeling is that community treatment is more effective as people recover in their home environment which removes the need for resettlement.

## Moving on from an institution

*'There's a lack of housing for people straight out of detox to give them the best chance to stay clean. You still have to go and present as homeless like everybody else, and maybe engage with people that you used to before, and get sucked back into that... there needs to be longer sustainable aftercare for people because the important bit is when you come out' - Professional*

Resettlement from an institution (such as hospitals, prisons or children's homes) emerged as a huge issue for participants. We heard evidence that pathways into, out of and between services are dysfunctional and ineffective for this group.

These failures of services to act in a joined-up way are key causes of homelessness and rough sleeping and can be the first step into a lifetime of insecure housing for some people.

There is obviously a high human cost of these failures, but there is also likely to be a significant financial cost to services that have to respond to situations of crisis and invest resources into preparing a person for independent living, only for them to slip through the net.

### Recent research found:

- 16% of people sleeping rough in Wales have previously been in care
- 42% of people sleeping rough in Wales have previously been in custody
- 20% of people sleeping rough in Wales have previously been discharged from hospital to no fixed abode

**Source:** analysis of 2 week National Rough Sleeper Count Questionnaires: November 2017. Welsh Local Government Association.

Below are some case studies which highlight these experiences.

## Tristan's Story

After a period of homelessness and rough sleeping, Tristan was admitted into hospital for treatment and from there referred into a detox facility to address his addiction to heroin and crack cocaine.

He spent a number of weeks as an in-patient and had treatment for his physical issues. He also began work to address his psychological and emotional issues. He felt extremely hopeful after the treatment and expected to be accommodated in a supported and 'dry' environment.

However, after presenting to the Housing Solutions service he was offered emergency accommodation in a project that was well known to have widespread drug use. Tristan wanted to refuse the accommodation but felt that he was equally at risk of being exposed to drugs if he slept rough so he accepted the offer.

He was given no information or advice about how long he would have to wait for a supported housing offer or placement in a dry house. After three nights in emergency accommodation he relapsed and has been homeless and sleeping rough for the year since leaving detox.

*'My head is gone. It's hectic always making money, scoring, making money, scoring, it's constant and takes over. So I can't keep appointments. I had a room in a hostel...then they sent me to rehab and I was saying to them in there, "Where am I going to go?" and they said, "Well, back to your room in the hostel" where I have already got a million addicts around me' - Tristan*

## Alex's Story

Alex lived in care as a child and had multiple children's home and foster placements. Before he left care he committed an offence and received a custodial sentence. During this time he became an adult and was therefore no longer under social services.

He was released from prison with no support or resettlement work and became homeless.

In 19 years he has only spent a total of 22 months out of prison, all of which he spent homeless. His most recent conviction was for a crime related to substance misuse: during his time in prison he detoxed and recovered from his addiction.

Upon release he was offered emergency accommodation which he refused due to the fear of exposure to drugs. He began sleeping rough, and within six weeks he was recalled to prison for breach of licence because he refused accommodation.

He was again released, and again offered emergency accommodation, which he again refused and is now sleeping rough.

He is likely to be recalled again as he has again breached his licence.

*'I need normality. I don't know what a normal life is. I've never had a normal life, for 19 years of my life I've been out of jail 22 months in 19 years. All I've ever known is institutionalised life, and I've come out of jail into a hostel which is another type of institutionalisation. These hostels are just open jails; apart from we've got women there' - Alex*

## Ellie's Story

When we first spoke to Ellie she was 17 years old, in care and had a care order. She had accommodation via Social Services.

Ellie was in a relationship with Lewis, a 23-year-old who was also a care leaver from an area in England. Ellie was not staying in her accommodation as Lewis was unable to stay with her, and he made her feel incredibly guilty when she did.

There were high levels of domestic abuse and physical violence. Lewis also had Attention Deficit Hyperactivity Disorder and an active drug addiction.

Ellie's social worker worked with Ellie to secure her accommodation in the private rented sector. However, Ellie and Lewis were allowing younger children in care to stay at their flat despite being warned not to by the social worker. There were also issues with ASB and eventually they lost the tenancy.

Ellie and Lewis were sleeping rough for a year before Ellie turned 18. Prior to her becoming 18 she was advised that new supported accommodation had been found for her, but again Lewis would be unable to attend. Ellie refused the accommodation.

On her moving day she did not turn up to collect her belongings and they were put into storage. She also lost her bed in the new accommodation.

Ellie's social worker now is unsure of where Ellie is staying and has little and irregular contact with her. Ellie is likely to be sleeping rough and still be experiencing abuse from Lewis.

*'I loved my flat; it was lush, like a proper home. I loved cleaning it and making it all nice. I hate sleeping out; I just want a home again' - Ellie*

## Trauma

Recently there has been a movement in Wales towards developing trauma-informed services in order to provide psychologically informed environments.

Trauma informed services recognise, understand and respond appropriately to the effects of trauma. They focus on the physical, psychological and emotional safety of people who have experienced trauma and they help to rebuild a sense of control and empowerment.

Much of this work has been spurred on by Public Health Wales' work around Adverse Childhood Experiences (ACEs).

We found that although professionals felt they already understood these concepts, there was still evidence of some not taking potential ACEs into account in their attitudes.

There was also evidence that some professionals did recognise the importance of addressing these issues. However, more often than not, even though professionals recognised the impact of trauma on people sleeping rough their responses and actions didn't reflect the principles of trauma informed practice.

It was felt that the system itself doesn't support the approach – for example, by requiring people to undertake a lot of reasonable steps to resolve their homelessness themselves, even though they lacked the capacity to do so.

# Adverse Childhood Experiences (ACEs) in Wales

ACEs are stressful experiences occurring during childhood that directly harm a child (e.g. sexual or physical abuse) or affect the environment in which they live (e.g. growing up in a house with domestic violence).

## How many adults in Wales have been exposed to each ACE?

### CHILD MALTREATMENT



Verbal abuse  
23%

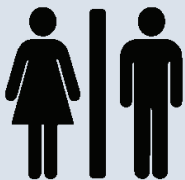


Physical abuse  
17%



Sexual abuse  
10%

### CHILDHOOD HOUSEHOLD INCLUDED



Parental separation  
20%



Domestic violence  
16%



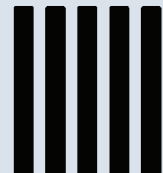
Mental illness  
14%



Alcohol abuse  
14%

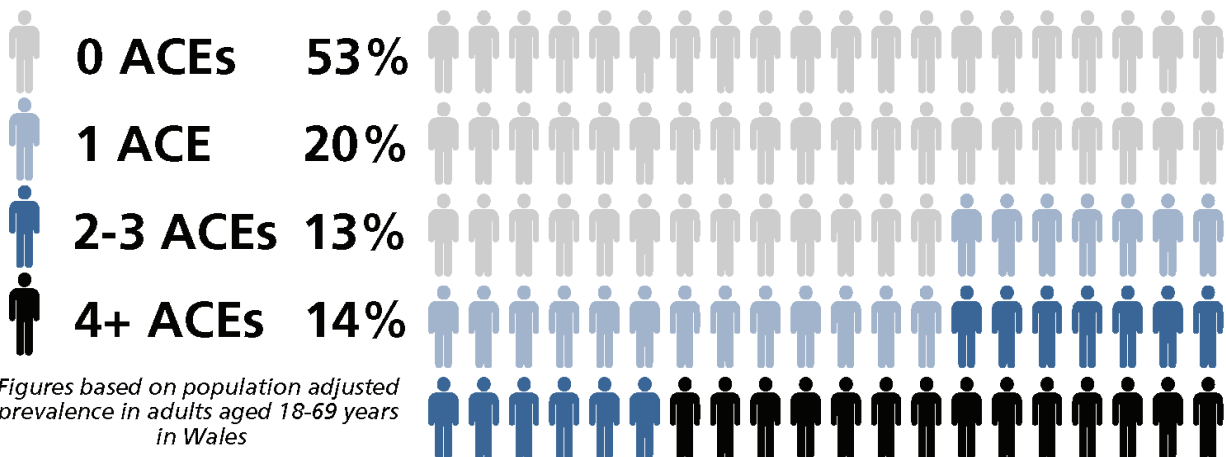


Drug use  
5%



Incarceration  
5%

For every 100 adults in Wales 47 have suffered at least one ACE during their childhood and 14 have suffered 4 or more.



Figures based on population adjusted prevalence in adults aged 18-69 years in Wales

## ACEs increase individuals' risks of developing health-harming behaviours

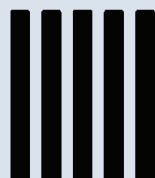
Compared with people with no ACEs, those with 4+ ACEs are:

- 4 times more likely** to be a high-risk drinker
- 6 times more likely** to have had or caused unintended teenage pregnancy
- 6 times more likely** to smoke e-cigarettes or tobacco
- 6 times more likely** to have had sex under the age of 16 years
- 11 times more likely** to have smoked cannabis
- 14 times more likely** to have been a victim of violence over the last 12 months
- 15 times more likely** to have committed violence against another person in the last 12 months
- 16 times more likely** to have used crack cocaine or heroin
- 20 times more likely** to have been incarcerated at any point in their lifetime

Preventing ACEs in future generations could reduce levels of:



Heroin/crack cocaine use (lifetime)  
by 66%



Incarceration (lifetime)  
by 65%



Violence perpetration (past year)  
by 60%



Violence victimisation (past year)  
by 57%



Cannabis use (lifetime)  
by 42%



Unintended teen pregnancy  
by 41%



High-risk drinking (current)  
by 35%



Early sex (before age 16)  
by 31%



Smoking tobacco or e-cigarettes (current)  
by 24%



Poor diet (current; <2 fruit & veg portions daily)  
by 16%

The national survey of Adverse Childhood Experiences in Wales interviewed approximately 2000 people (aged 18-69 years) from across Wales at their homes in 2015. Of those eligible to participate, just under half agreed to take part and we are grateful to all those who freely gave their time. Information in this info-graphic is taken from *Adverse Childhood Experiences and their association with health-harming behaviours in the Welsh adult population*.

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October 2015

*'Some stories clients tell us will be that they've been abused and they're not coping with their life. They didn't receive counselling or support early enough and now they're living that life constantly and trying to block it by drinking and using drugs...by then, things go wrong in their life...the build-up of all the bad events. Until they address that nothing's going to change' - Professional*

We asked people who were sleeping rough about their childhoods and particularly ACEs and the findings were astounding.

Nearly every person we spoke to disclosed numerous ACEs. A significant number had experienced sexual abuse as a child, which reflects feedback from professionals in substance misuse services who often found that sexual abuse was a common factor for their clients.

The 35 people sleeping rough were the parents of approximately 31 children.

*'I had all ACEs. I was sexually abused from a very young age, physically abused, verbally abused' - Person sleeping rough*

*'My dad was an alcoholic and used to beat us up as kids. I was made to feel guilty when my parents separated as being the cause due to my unruly behaviour, but I had ADHD' - Person sleeping rough*

*'I experienced them all. My stepfather sexually abused me from the age of 11 onwards. There was also emotional and physical abuse from my mum who was an alcoholic' - Person sleeping rough*

*'All of them (ACEs). I was burnt with cigarettes from being three weeks old. I still have the scars across my body' - Person sleeping rough*

*'Dad was an alcoholic and he was violent towards me from the age of two. I had a belt buckle smashed into my head. He would come home from the pub...and beat fuck out of us...my mum was useless, I don't know why she had us, she gambled all our money away' - Person sleeping rough*

Most people recognised the profound impact these experiences had on their lives as adults:

*'Severely affected my mental wellbeing, leading me to develop addiction issues, drop out of uni, relationship breakdown and I'm now homeless as a result' - Person sleeping rough*

*'I was depressed...I am now the victim of DV from my ex-partner who is in prison so it's a vicious cycle of abuse' - Person sleeping rough*

*'It affected my mental health, pushed me to self-medicate on cocaine which led to relationship breakdown and ultimately my homelessness' - Person sleeping rough*

*'Seriously affected my mental health, depression and then I just couldn't cope with my everyday affairs unless I was off my head' - Person sleeping rough*

*'The violence I experienced from my stepfather and witnessed my mother go through from him made me very angry. I started using cannabis and alcohol from a young age' - Person sleeping rough*

## Rough sleeping and enforcement

People described being re-traumatised by negative experiences with agencies including housing, police and health.

Among the numerous experiences we heard of were interactions with police and local authority enforcement officers. People reported feeling that they were treated in a way that led to them being less than human and many went as far as to say like 'scum'.

These interactions often involved use of enforcement powers such as dispersal orders under section 35 of the Anti-Social Behaviour Crime and Policing Act 2014, as well as confiscation of possessions such as tents and sleeping bags.

For example:

- One man was banned from the city centre on Christmas Eve, which meant he had to miss Christmas dinner and in fact had nothing to eat on Christmas Day
- One woman told us that her tent and her belongings were confiscated, which included personal items such as her baby's hospital wristband, baby photos and her own birth certificate
- Another woman told us that her tent had been cleared away by park rangers leaving her with no possessions apart from her pyjamas, thin coat and trainers
- Several people told us they had been given section 35 orders for nothing more than 'looking homeless' as they walked down the street.

# People's stories: in their own words

People who were sleeping rough wanted other people to understand what they had been through and how it had affected them. Below are two people's stories, told in their own words, with the aim that the public will think twice when they see homeless people.

## Cerys' Story

*Hi, I am Cerys, I am 23 years old. When I was a child I lived with my mum and dad but they both had drug and alcohol problems and went into prison when I was young and I had to go into care.*

*I experienced all of those ACEs. I was really unhappy in care and used to run away from homes and foster homes from the age of 13. I got in with a bad crowd and started drinking and using drugs.*

*I sometimes met with older men to get money for drugs so was basically a prostitute - well, I still am.*

*I became homeless about five years ago when I lost the house I had been given after leaving care. I was 18 at the time and didn't appreciate the impact of my behaviour on my neighbours and it was like a continual party.*

*I was evicted because people kept coming into my home and trashing it, but I couldn't really keep them away. I think if I'd had better support when I was in that property I wouldn't have lost it because I had no parents to guide me or advise me and I barely saw my leaving care worker.*

*I ended up going to prison aged 19 because I was dealing and using class A drugs. When I came out I kept being put in different hostels but now they just roll their eyes at me and tell me to go and look in the private sector, but no one will take me because of my reputation.*

*Life is really hard right now. I have depression, anxiety, paranoia and psychosis.*

*I am always in and out of abusive relationships, usually with older men who take advantage because they know I have nowhere to go. I have been hospitalised because of domestic abuse. I am on a methadone script but am topping up with heroin as it's not enough for me to be able to cope in these conditions.*

*I'm dirty all the time living like this. I'm cold, depressed and have OD'd several times.*

*I think I need to go to rehab, somewhere I can stay and sort myself out and then have my own flat. I'd like to get in contact with my parents again and maybe go to college to do hair and beauty. I think I might need a support worker who understands and goes above and beyond because they love their job.*

*I know this sounds a bit stupid but I would just like the basic things like being able to have a shower, hot food, someone to talk to that I trust. So many agencies promise so much but it never happens. Instead I've been spat on, kicked and the police are no better, they just want us out of view so that snooty middle class people don't have to see the poverty and appalling conditions we are living in.*

*We are supposed to be a caring society, what is going on? Out of sight, out of mind, I suppose.*



## Michael's Story

*My name is Michael. I am 46 years old and have been homeless for almost 18 years now.*

*I became homeless when my marriage broke down with my wife. It was my fault really.*

*We lived together with our five kids but I was drinking too much and she was gambling; there was some domestic abuse and eventually we had no money left and the kids were all taken into care.*

*I would have got a grip of myself as I had such an unhappy childhood, full of all sorts of abuse. I experienced all the ACEs, it was a terrible childhood and I went into care but it was equally as bad there.*

*They didn't care about me just wanted the money for fostering, so I ran away.*

*The impact of my childhood on my mental health was massive really, I became violent as I just resented everybody; I ended up in prison due to it.*

*My mental health is still really bad, I am a paranoid schizophrenic and self-harm and have tried to commit suicide a number of times.*

*It's hard to get help because I just don't remember appointments. I need someone to help me, someone I can really trust and who I know won't give up on me. So many people have given up on me but they just don't understand what I have to go through just to survive and not completely lose the plot.*

*All I am good at right now is taking alcohol and drugs so that I'm numb all the time and time passes quickly. I don't have to think about the here and now or whether I'll survive the night.*

*I just want a home or to be dead, I've had enough, no one helps no one really cares or understands what I have been through. I don't know why I was ever born.*

*People on the streets are cold, desperate and forgotten; I think they want us to die. How can we respect the law and stay out of prison when we are treated with such a lack of any sense of humanity?*

## Professional attitudes

One of the most unexpected themes to emerge from our study related to professional attitudes. Although we heard evidence of many positive and person-centred attitudes, we also found evidence of moral judgements, personal opinions and gatekeeping among some people working within the housing and homelessness sector.

During the ethnographic element of the study there were numerous occasions when we heard some professionals making generalised, sweeping statements that demonised people who were sleeping rough on the streets.

What was of more concern was that there appeared to be a sense of normality to statements like these, being made in quite public settings, with no awareness that these opinions were outdated, unethical and incorrect.

Sometimes these attitudes were voiced by people who had key roles working with street homeless people. In essence, what this means is that some decisions are being made about assistance for entrenched rough sleepers by professionals who have an entrenched cynicism and mistrust of the people they are responsible to help and support.

This mistrust stood out as particularly stark among other professional attitudes that put trust and relationship-building first.

There were a few areas where these attitudes were particularly evident:

**Substance misuse:** Some professionals, including those with lengthy experience, described substance misuse as a 'lifestyle choice' rather than an illness and failed to really understand the dynamics of addiction.

These professionals were making moral judgements and deeming people as 'liars' and 'manipulative' due to their behaviours which are directly related to their addiction. Mental health was often being missed or masked by substance misuse and therefore professionals weren't giving enough attention to the extent of an individual's level of vulnerability.

*'Housing officials have a lack of understanding and compassion towards those that have addiction issues, lack understanding of reasons for this addiction such as ACEs'*  
- Professional

Throughout the interviews some professionals constantly referred to begging as being a cause of rough sleeping – something which people actually sleeping rough disputed.

They admitted that their addictions were extreme and that they were constantly concerned about raising enough money to fund it. However, they all felt that their addictions were absolutely not going to improve while they were sleeping rough, as for most it was a coping mechanism.

Furthermore, we met a significant proportion of people who were begging not to fund addictions but to pay for accommodation in bed and breakfast because the emergency and temporary accommodation was either inaccessible or inadequate.

These experiences were totally dismissed by some professionals who continued to perpetuate the idea that most people sleeping rough had chosen to do so because begging was so lucrative, rather than as a symptom of illness.

*'The biggest problem is the money, the hard cash side of things, begging. People will sleep rough on the city streets because it is profitable to beg and it feeds their habit'*  
- Professional

*'I just need to raise £15 for a B&B tonight and at least I know I'll be dry and warm'*  
- *Person sleeping rough*

*'All I'm worried about is scoring. I do beg, but I need to score to cope with being on these streets...I've had enough, I just wish it would all be over'* - *Person sleeping rough*

**Exclusions:** Many people we spoke to had extensive histories of homelessness and rough sleeping. Many had received support and accommodation from a number of providers over the years, and many people had been excluded from numerous services for a range of reasons.

These individuals were being cast as problematic, challenging, 'high risk', and beyond help. As a result, these people struggled to access assistance and support. They tended to exist on the fringes of services and were trapped in a revolving door of rough sleeping.

*'Many are unable or in the past have been unable to cope living in temporary accommodation as they don't have the life skills. This doesn't work in their favour as the council seem to have little tolerance and they soon get a reputation for non-compliance'*  
- *Professional*

There was a feeling that the use of risk assessments is a part of the problem here. In some cases, people were being deemed 'high risk' because of old risk assessments that were as many as ten years old. Some professionals felt that the language of risk assessment was inherently 'othering' – but in many cases, the use of risk assessments was required by commissioners.

**Relationships:** There were challenges reported by many rough sleepers and some professionals when working with Housing Options and homelessness teams.

Some felt that certain officers did little to foster and develop positive and trusting relationships with people who were sleeping rough. They reported some staff as being more focussed on trying to catch someone out and trip them up than actually trying to resolve their homelessness and help.

*'The housing personnel seem to often show subjective issues with those who are presenting as homeless. They seem to have little understanding of the many complex reasons why people become homeless in the first place and just seem to enjoy exerting their authority over very vulnerable people...it must be the managers who are held accountable as they appoint the people into the roles'* - *Professional*

This was echoed by people who are sleeping rough, who felt it was an important part of the barrier that prevents people from making an application and following that through.

*'I just can't face them [Housing Options]. They don't want to help and are very rude'*  
- *Person sleeping rough*

**Language:** The language used by some professionals to talk about people who are sleeping rough can be questionable.

We heard evidence of a persistent element of blame being put on the individual: professionals assuming that they are lying or trying to manipulate the system, describing them in ways which lead to them being 'othered'.

This is a worrying and dangerous trend which, if left unchallenged or improved, is likely to have an influence on public opinion. This is unacceptable in a sector that is directly funded with resources that aim to support and empower people and place the individual's needs at the centre of their support.

*'They don't want to know...looking down their nose at me...no respect or understanding of the conditions...we are living in' - Person sleeping rough*

**Frustration:** Negative attitudes towards people sleeping rough appeared to be influenced professionals' own frustration at their situations, particularly due to resources and commissioning practices.

People reported feeling underpaid, overworked, undervalued and having to do more for less. It was felt that commissioning frameworks have created a competitive environment which is detrimental to partnership working and innovation.

Many providers felt that due to short-term funding their main focus had become fighting for survival for their core services. Softer services, offering learning and social opportunities, have been reduced – in some instances professionals felt that temporary accommodation is 'warehousing' people.

The lack of move-on accommodation is a huge barrier, leading to long stays in hostels. Housing staff reported feeling as though they were not respected or valued by health professionals and social workers in particular.

They felt their expertise was often dismissed, and that if remedied this would speed referrals and access to treatment up considerably.

*'Sometimes I think that with the way services are run we do more harm than good'*  
- Professional

*'You're more worried about "oh this person needs to move on now" and you're not really thinking about what is sustainable for them...those are the guidelines that we've got to work under' - Professional*

## Conclusion

This report is based on conversations with people who are currently street homeless. By definition, these are the people for whom the current system is not working effectively.

What has emerged is a stark picture, but it is not the whole picture and that is important. There are many people in Wales for whom the system has worked well, but that's a different question for a different research study.

There's a lot of evidence out there about the value of Housing First, assertive outreach and other interventions that are in use worldwide to end rough sleeping.

By contrast, there isn't much evidence about the current hostel system and one of our recommendations is that this needs to be understood too.

The street homeless people who took part in our study described to us what it's like to try to work with a system that is often inaccessible and inflexible.

People are literally trapped on the streets, partly by their own ill health and partly by the inability of services to reach out and offer the right kind of help.

Street homelessness is indeed complex and every person had a unique story to tell. However, what was striking was that almost everyone said they wanted the same thing: a good home.

Different people had different ideas about what a good home would be like, and the level of support they'd need to get there and stay there. But for everyone we spoke to there was a considerable gap between what they needed, and what services we're offering.

So why has street homelessness increased so much in recent years? Again, this was a complex question but some clear indications did emerge.

We spoke to many people who had come out of prison straight into street homelessness. Often people had managed to get clean during prison but once they were on the streets were struggling to keep off substances. In some cases people were then being recalled to prison simply because they didn't have an address. This strongly suggests that the removal of priority need status for prison leavers in 2015 has been a contributing factor.

We also identified that austerity and welfare cuts have reduced people's resilience. Many people told us they became homeless after the failure of a shared tenancy: having been placed in shared accommodation because that's all they could afford under the local housing allowance freeze, they were simply unable to make it work.

Many people were already in a vulnerable state prior to austerity, dealing with the consequences of childhood trauma and mental health problems. What austerity has done is to weaken the system's response to homelessness in two ways: by cutting public spending so that services have had to become less responsive to people's needs; and by slashing housing benefit, thereby freezing people out of large sections of the housing market.

People who were already vulnerable have found themselves less likely to get the help they need to avoid crisis. In this way, the pathway from homelessness to street homelessness has been reinforced by welfare cuts and the austerity agenda.

What this means for services is more demand, more pressure, and more risk of compassion fatigue. Our conversations with people who are street homeless have illuminated a world of disjointed services, judgemental attitudes, unrealistic expectations, and even outright victimisation.

People described being banned from supported accommodation for breaking rules that could reasonably be characterised as rigid and unfair. In some cases this was clearly because people had been given the wrong type of accommodation in the first place.

The trouble with these failed placements is that they lead all too easily to people gaining a reputation locally and being deemed too difficult to work with. In order to make decisions about placements, some providers are using risk assessments that are up to ten years old – in essence, holding people to account for old behaviours and depriving them of the ability to move on with their lives.

We spoke to people who said they needed to be in dry accommodation away from alcohol and drugs, but providers were still typifying them as users and refusing to accept them on dry projects. This is wrong.

We heard that some parts of Wales have virtually no access to emergency accommodation, while others have accommodation that some people can't use for a variety of valid reasons including fear, and the need to stay away from drugs.

In these cases people have no option other than to bed down on the street – and when they do, they are vulnerable not only to attacks by the public but also to enforcement action by police and local authority rangers.

Some of the most shocking stories we heard were of people having their few possessions confiscated, and being banned from areas of the city where vital services are located. These incidents served to further break down relationships of trust between people and services.

Many people we spoke to had active substance issues. Substances were often seen as a way of coping both with mental health problems – often stemming from acute childhood trauma – and with the physical demands of life on the streets. But not all the homelessness professionals we spoke to understood that substance misuse is an illness and not a lifestyle choice.

Pathways between homelessness services and drug treatment seem weak: in one area we spoke to numerous people desperate for treatment, while at the same time there was spare capacity in a local residential rehab centre.

We found that legislation is creating a real and perceived barrier. Partly this is due to the continued existence of the priority need test: many people have been told they're not priority, and others are assuming that their single status means they'll be rejected by services.

Although Welsh law states that homeless people should still be given 'help to secure accommodation' even if they're not priority need, in reality we have found that many street homeless people are not getting a reasonable level of help.

Unrealistic requests to provide ID and various documents were often preventing people getting past the first hurdle. The legislation gives local authorities up to 56 days to help to secure accommodation, but the people we spoke to have found it impossible to stick with the system for this length of time. Most people had no idea where their application was, or even if it was still current.

## The way forward

The findings from this study echo a growing body of robust international evidence in 'what works' to help people sleeping rough. What is needed is a much swifter, more assertive, and more person-centred response from services.

The focus needs to be on getting people into a good home with the right support as quickly as possible. 'Staircasing' people from the street into hostels and from there into move-on accommodation does work for a proportion of people, but there are too many others who end up falling off the staircase and back into homelessness, with even fewer options available to them than before.

Many of our recommendations are aimed at fast-tracking street homeless people through the system to enable them to get into permanent accommodation and to access the right treatment and support much quicker than they can at present. We advocate a national roll-out of Housing First as the default approach for people with complex unmet needs, and we advocate the ending of the priority need test for street homeless people.

We are also recommending that a wide range of services – including our own independent advice services – look at how accessible they really are for people who are street homeless. As a result of this study, Shelter Cymru is looking to implement a number of changes to introduce street advocacy, so that street homeless people can get legal representation.

Our findings suggest that the support that is currently available is greatly appreciated by people sleeping rough. They described tenancy support as being a protective factor in preventing homelessness and often felt that good quality support would have prevented their own homelessness.

Current Welsh Government plans to remove the ring fence and protection for Supporting People budgets run the risk of massively undermining the prevention agenda and creating further rises in rough sleeping.

But at the same time we do need to make some changes in Supporting People services. It can't be acceptable that we have people who are street homeless simply because there are no local supported projects for couples, or people with pets.

Finally, we recommend that Wales as a nation needs to become more compassionate in how we relate to street homeless people.

The growing awareness of Adverse Childhood Experiences and childhood trauma is beginning to have a positive impact on how services work – but we need to step this up across the country, including among the public.

Police and local authorities have a key role to play in leading public opinion – not victimising or penalising people but being supportive, and providing a positive example. It is wrong to criminalise people who are stuck living on the streets because they are ill.

We need to work towards ending rough sleeping, not managing it. Most people we spoke to felt that their homelessness was not inevitable; that if they'd had the right help at the right time, they could have avoided the crisis that led them to the streets.

What has emerged very strongly during this study is that people who are street homeless need to be heard: all services must learn to do this properly, without cynicism or scepticism.

The first step to ending rough sleeping is to listen to what people have to say.

Compassion, empathy, and a shared determination to fit the system to the people and not the other way around – these are the assets that Wales can build on in the next stage of our journey to end the misery of homelessness.

### **Recommendations for providers of housing and housing-related services:**

- All providers of housing and housing-related services have a role to play in ending rough sleeping. All providers should review their services to ensure they are truly accessible for people who are street homeless.
- All providers should ensure that their staff are sufficiently aware of trauma informed practice and Adverse Childhood Experiences. Frontline staff and senior staff who have not already had ACEs training through the PATH project should be trained.
- All professionals who work directly with people sleeping rough should be trained in the provisions of the Housing (Wales) Act 2014, including how to support people to apply for reviews of homelessness decisions.
- Social landlords should actively cooperate with local authorities in addressing homelessness, including working to increase nominations from homelessness and getting involved in the roll-out of Housing First and other supported accommodation projects.

### **Recommendations for local authorities:**

- Local authorities should work towards establishing Housing First schemes at scale so that Housing First becomes the default approach for street homeless people with complex unmet needs, supported by assertive outreach and personalised budgets.

- Local authorities should ensure they accept a duty to assess homelessness without unnecessary requirements to produce ID and other documentation. They should be pro-active and flexible when considering accepting a duty to assess and ensure that people who may be homeless or at risk of homelessness are not being turned away at the first point of contact.
- Local authority commissioners of Supporting People services should work closely with local homelessness teams to ensure that service gaps are addressed. Commissioners should ensure that people are not being unduly excluded because of restrictive policies on 'house rules' and risk assessment.
- Local authorities that are not working in a multi-agency way to address the needs of people who are street homeless should consider doing so, referring to the Wrexham Crisis Café as an example of good practice.
- Local authorities should review their policies on removal of street homeless people's possessions, ensuring that possessions are not removed unless they present an immediate danger to the public or have been abandoned.
- Local authorities should exercise extreme caution in the enforcement of Public Space Protection Orders against people who are street homeless. Local authorities should monitor and report on numbers of dispersal notices issued.
- Local authorities should ensure they are setting a good example to the public in how they work with people who are street homeless, modelling values of compassion and empathy.

### **Recommendations for Welsh Government:**

- Welsh Government should ensure that responsibility for delivering the Welsh Government's Rough Sleeping Action Plan is shared between the Minister for Housing and Regeneration and the Cabinet Secretary for Health and Social Services.
- Welsh Government should immediately strengthen the Code of Guidance for Local Authorities on the Allocation of Accommodation and Homelessness to ensure that people who are street homeless are always treated as priority need.
- Welsh Government should bring forward an Order under section 72 of the Housing (Wales) Act to specify that people who are street homeless are a priority need group.
- Welsh Government should work in cooperation with the housing and homelessness sectors to develop a phased plan of action to abolish priority need entirely.
- Welsh Government should take action to address the numbers of people becoming street homeless on release from prison.
- Welsh Government should establish rapid referral pathways for street homeless people to quickly access drug and alcohol treatment and mental health treatment. Welsh Government should ensure that services are provided for dual diagnosis.
- Welsh Government should work with police forces in Wales to agree principles for how police staff interact with street homeless people, including the use of body worn cameras.
- Local authorities should ensure they are setting a good example to the public in how they work with people who are street homeless, modelling values of compassion and empathy.



- Welsh Government should commission further research to a) assess the effectiveness of hostels currently operating in Wales and small-scale supported accommodation projects; b) explore the experiences of people sleeping rough via mystery shopping exercises across Wales; and c) replicate this study in rural areas of Wales.

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**Cardiff Council Scrutiny Committee January 21st, 2019**

**Submission from United Welsh for the agenda item on homelessness**

- *An update on winter provision (particularly over the Christmas period).*
- *Are services fit for purpose?*
- *How the hostels work together – is it effective?*
- *Supported accommodation – how effective is it? What kinds of support is on offer?*
- *Do people coming through the gateway get the support they need?*
- *For Members to understand the complexities of the service and the people that use it.*

United Welsh provides accommodation for homeless families (Adams Court), homeless individuals and couples (Oak House), second stage accommodation for individuals and couples (Prep Projects - which provide support on a less intensive level for people not quite ready for independent move on) and floating support in partnership with the Salvation Army.

We no longer have the capacity to provide emergency cold weather provision as we have converted the spaces we used into additional units: therefore, increasing year-round capacity. United Welsh however are willing to discuss how we can support any cold weather provision in the future.

Oak House works closely with other frontline hostels and CCC to accommodate individuals (in a focused environment and on a short-term basis), who feel ready to move on to their own accommodation and seek employment. Close working with CCC also enabled us to receive a Welsh Government grant to employ a temporary worker at Oak House and Prep to develop links with the private rented sector. This pilot was so successful that United Welsh made this post permanent, this has enabled us to provide a more efficient move on from busy frontline hostels, via Oak House, to independent accommodation often in the private rented sector.

Close working with CCC and frontline hostels also gave us the understanding of changing needs locally and our need to be flexible in our service delivery. With more couples in frontline hostels, and barriers for those with dogs, we changed our policy so that we now accommodate couples and those who have dogs at both Oak House and Prep. We have also added to the number of units (from 20 to 27) at Oak House and we now have accessible self-contained ground floor units, which are also useful to accommodate individuals with dogs, keeping them away from those who may not wish to have contact with animals.

We are willing to respond quickly to requests from the council thanks to our strong partnership working, even where these may be outside of our normal practices. For example, we recently agreed an appropriate plan and accepted an individual referral (rather than family) to Adams Court. (Case study attached). Adams Court evidences the close working relationship of CCC's support team with United Welsh and the relatively smooth running of 73 family flats. United Welsh are currently

building a community hall, adjacent to Adams Court, which will be used by the families, health professionals, community groups etc

United Welsh staff participate in the homeless service providers forums which are useful for exchanging information with other providers as well as CCC. Generally, there is a good feeling of partnership working. Gateway also works well, although staff have asked if there is the need to go through Gateway frontline hostels if we are happy to directly accept appropriate service users with low needs when we have vacancies? Could there be a fast track option? Partnership work with other statutory agencies could also be improved, especially for those with complex needs using our services. It is important to recognise that our tenants can vary in how they feel and present in a short space of time, so we need to maintain and develop strong links with partner agencies and be responsive to one another. CCC are however proactive in trialling new initiatives to manage complex service users whilst recognising that people can also decline services.

Janice Bell – Head of Specialist Housing and Supporting People

Melanie Arnold – Team Leader Adams Court

**Falling Through the Net Case Study – Client X**  
**The Housing Options Centre – Cardiff Council**  
**Jonathan Stephens, Interventions Coordinator**  
**15/11/2018**

**Introduction**

In recent years the Welsh Assembly Government has urged agencies and service providers to be proactive in providing effective and seamless services to those in housing need. One of the aims of the Ten Year Homelessness Plan for Wales 2009-2019 is to 'ensure that the support and other needs of homeless people are identified and provided for and that agencies work together to aid their sustainable resettlement'.

In line with this Cardiff County Council has created a specific Intervention Service to coordinate the delivery of services to Homeless Vulnerable Adults and Rough Sleepers in Cardiff. The Homeless Intervention Service will also monitor homeless individuals referred to the team who are falling through the net of services.

**History**

Client X is a 38 year old male, with a learning difficulty, who has been accessing our services here in the Housing Options Centre since approximately 2009. Client X has also spent time in prison and will go back to his mother's home if he is not being supported by a frontline hostel. He first came to my attention in 2017 after losing his accommodation of 5 years due to an altercation with another tenant in the same apartment block. He lasted such a positive length of time in part, due to an elderly gentleman who used to live in the block of flats that would be of support to Client X, and also due to the fact he had his own front door, and didn't necessarily have to associate with other people in the block. He then moved in with his mother, but displayed anti-social behaviour and made threats of violence towards her. This put his mother's home and health at risk. Client X does not cope well in close proximity to others, therefore our options were extremely limited. From this Client X moved into one of the frontline hostels and for a few months this was positive. However, issues around paying rent, ASB and engagement started to emerge. In an 8 month period client X was evicted 5 times for displaying aggressive and violent behaviour. Client X was refused accommodation from all support providers and so a second meeting was called.

**Outcome**

A Falling through the Net meeting was called for Client X, where all services currently and historically involved could get together and work towards an appropriate outcome. It was determined that Adams Court would be the most suitable accommodation for Client X, and we put together a list of actions to work towards this outcome.

Actions included;

- Clients X's mother to be involved with support and take the lead on managing finances such as paying rent and bills.
- Social Services and Montana Health Care to put together a care package suitable for Client X.
- To keep Client X in the loop in relation to his accommodation and support.
- To simplify all processes/rules for client X
- To provide Adams Court with a list of all contact numbers relevant to Client X.
- To look into volunteer litter picking scheme with Keep Wales Tidy for Client X.

Client X now maintains his own self-contained flat in Adams Court, and has done for some time due to the fact that his needs and issues were addressed appropriately and a positive step forward could take place for all involved.

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## COMMUNITY &amp; ADULT SERVICES SCRUTINY COMMITTEE

21 JANUARY 2019

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

## 53 : APOLOGIES FOR ABSENCE

None received. Councillor Carter advised that he would need to leave the meeting for a short time to attend another meeting.

## 54 : DECLARATIONS OF INTEREST

None received.

## 55 : MINUTES

The minutes of the meeting held on 9 January 2019 were agreed as a correct record and signed by the Chairperson.

## 56 : TEMPORARY &amp; SUPPORTED ACCOMMODATION - SINGLE PERSON'S GATEWAY

The Chairperson advised Committee that the meeting had been arranged to hear from a range of service providers on temporary and supported accommodation in relation to the Single Persons Gateway.

The focus of the meeting would be for Members to gain an understanding of the following issues: An update on winter provision (particularly over the Christmas period); Are services fit for purpose?; How the hostels work together – is it effective?; Supported accommodation – how effective is it? What kind of support is on offer?; Do people coming through the gateway get the support they need?; For Members to understand the complexities of the service and the people that use it.

Members would hear from a range of representatives and to start proceedings, the Chairperson welcomed Councillor Lynda Thorne (Cabinet Member for Housing & Communities); Sarah McGill (Corporate Director, People & Communities); and Jane Thomas (Assistant Director, Housing & Communities)

The Chairperson read out an email she had received from former Councillor Eleanor Sanders explaining the service offered by the Churches Night Shelter as there was no representative at the meeting. The email detailed that the Churches Night Shelter opened their doors just before Christmas would be open until the end of March, they are open in different churches every night from 8pm to 8am, with around 20 spaces available each night; in recent years they have worked more closely with the Council's Outreach Team and one of their main aims is to try and move guests on to more permanent accommodation.

The Chairperson invited Councillor Thorne to make a statement in which she thanked Committee for the invitation to attend as part of its review of homelessness and the

Single Persons Gateway. She added that Members would be aware that homelessness is a complex issue and many clients who use the single person's gateway have challenging issues including mental health, substance misuse and offending behaviour.

Councillor Thorne considered Cardiff to be very lucky to have a range of supported accommodation options, provided both by the Council directly and by a range of very committed partners. However, the numbers coming into services and the increasing complexity of clients is putting pressure on those services. There is a need to review Cardiff's provision to make sure that it does meet the needs of the clients and the Scrutiny review comes at an opportune time, ahead of the recommissioning of some of the single person gateway services next year and any comments or suggestions that the Committee may wish to give ahead of that recommissioning would be welcomed.

Members were provided with a presentation on the Single Persons Gateway Overview after which the Chairperson invited questions and comments from Members.

Members asked for more information on the pods and whether they had individual doors and beds and were able to be locked so that personal belongings could be left in them. Officers advised that the pods vary from project to project and that providers would be able to give more information on their specific pods.

Members found it useful to see the number of people in the gateway but were concerned about the significant number of people who are not engaging with the service; asking how Officers envisage the gateway should work, where the blockages are in the system and how long people should spend in each stage of the process. Officers stated that ideally it would just be a few days in emergency accommodation, but it does vary on demand and need and vulnerable people can be put through to later stages in the process. With regards to first line hostels, there would be a review after 6 months but there are challenges with moving on such as needs and availability of second stage accommodation.

Members considered that the blockages could be in stages 1 and 2 and the shortage of supply in frontline and second stage accommodation could be causing this; if this supply was expanded then it could free up emergency accommodation for people on the streets. Officers explained that people will have problems moving on for various reasons but it was important to ensure that there is enough second stage accommodation and it is the right sort of accommodation.

Members considered that the numbers in relation to supported housing for people with mental health and substance misuse issues was very low and asked what the Council was doing to support these people. Officers explained that they are doing what they can at the moment, the review will see if a whole scale change is needed; currently they look at the level of need and identify the best provision.

Members asked when they would know that the needs assessment has been carried out and the numbers of people and who are getting help are known. Officers said that the needs assessment would be carried out in the Spring/Summer.



Members stated that they had previously said there should be more awareness of Council services targeted to the public and asked what was being done about this. Officers advised that they are working on getting good news stories out to the public.

Members asked what was being done for people who have stated that they don't want a hostel or emergency accommodation. Officers outlined the Housing First scheme and the work being done by the Outreach Team. Members asked if the Housing First scheme was successful and were advised that there had been 8 people successfully housed through the Housing First scheme and there were 3 waiting; this scheme would be expanding next year with Council provision.

Members asked if the Single Person Gateway, although an important mechanism, was failing as the numbers of rough sleepers are increasing. Officers explained that there were a number of reasons that the number of rough sleepers is increasing including the complexity of client needs meaning that they are harder to house. There have been an increased number of people going into accommodation but nationally the numbers of rough sleepers has increased; there is always room to improve and that is why the review was happening.

Members noted that new initiatives are tried based on feedback from service users, these are based on needs and what has worked well elsewhere.

Members asked if there was a bigger role for Health to play and Officers agreed that more input from Health services was needed long-term; there was provision taken onto the street and there was a nurse but the Multi-Disciplinary Team that was set up would enable expertise be brought in and be readily accessible. Members were advised that the Public Services Board have signed up to improve services for rough sleepers, the Area Planning Board would be taking a more active role and there was a partnership focus to align roles.

Members discussed people coming to Cardiff to rough sleep from outside the area and Officers advised that just over a third of people rough sleeping are from outside of Cardiff, from a widespread area of England and Wales; people are assessed and if they are considered a priority need and their own local authority can be identified then contact would be made.

The Chairperson welcomed Richard Edwards from the Huggard centre and invited him to address the Committee. Members were advised that this was a very important and difficult social issue and whilst Cardiff was fortunate to have such good facilities and level of provision it was important not to be complacent. Mr Edwards explained that the Huggard Centre provided an open access day centre which was unique in Wales, in 2018 it had worked with 2174 individuals, recently the centre had seen an increase of around 24 new rough sleepers each month; alongside this increase in number, there had also been an increase in the complexity of people's needs. Members were advised that the client group of the Huggard Centre had changed, when it started in 1989 the client group was predominantly middle aged males with alcohol dependency, recently there had been a huge explosion in drug use and clients were younger and often with mental health issues, which they had suffered with either previously or due to the drug use. Mr Edwards explained that this tied in with issues of County lines, where drugs were being run into cities and vulnerable people were being exploited. Members were advised that the Huggard Centre had 1

Health post which supported substance misuse support. In 2018, 83 people had been supported into treatment services and an extra 198 people had been added to the misuse/needle exchange database. It was stressed however that more input from Health services was needed. Members were advised of the correlation between addiction/substance misuse and street sex work/begging and were advised that some people use the Huggard's services in the daytime but are back on the street at night time as this is more lucrative. Members noted that in order to gain sympathy and money people often portray a negative impression of the services provided to homeless people; Mr Edwards explained that there is sufficient accommodation in Cardiff – however, the type of accommodation is restrictive and often communal in nature.

The Chairperson thanked Mr Edwards for addressing the Committee and invited questions and comments from Members;

Members discussed the needle exchange programme and noted that around 20 litres of needles are collected daily. Members noted that since such programmes have been in place then there has been a reduction in blood borne diseases; however Members noted that there was a wider community safety issue with regards to needles being discarded on the street. Mr Edwards agreed that the needle exchange programme is vital for all in the community, including those in street based sex work; adding that needles given out are single use needles with locks on that are safe if discarded. It was stressed that more investment from Health Services was needed to provide the correct harm reduction advice. Mr Edwards explained that he is unable to allow drug use in the Huggard Centre, therefore people are driven onto the street to take their drugs; he explained that he would like to work with them and stop this and address the wider community safety issue and bring people into services but this would be a bold move and it would require changes to the law.

A Member explained that he had read an article with rough sleepers which had said that the Huggard Centre was rife with drugs and thieves and asked if this was correct. Mr Edwards explained that they deal with complex clients often with offending behaviour, if they were not dealing with them at the Huggard Centre then they would be on the streets; they do however try to provide the safest environment; they are fully staffed and there is CCTV inside and outside which is constantly recording; there is infrared CCTV in the communal sleeping rooms; any issues are reported to the Police and there is a zero tolerance with drug dealing and the drug squad are informed immediately. With regards to theft, there are 49 personal safes for clients to use, they are not complacent, they are aware there are high risks but they take steps to make sure people are made welcome and feel safe and secure. Members discussed what could be done to address the increase in drug use. Mr Edwards explained that people on the streets are highly vulnerable to exploitation and peer pressure and more resources are needed to support and advise people at the needle exchange point, to get them into services more quickly.

Members asked for more information on how they envisage bringing people with drug addiction in service? Mr Edwards explained that current drugs laws go back to the 1970s and these are a legal sticking point. It would take a bold political move across Welsh Government, Police, Local Authorities and Health to explore "Enhanced Crime Reduction Centres", but he considered that a safe place for people to use their drugs

with medical support would protect lives and the wider community, have a positive impact on drug use and reduce drug deaths and public drug litter.

Members asked about the Police's role and asked how vulnerable people are not criminalised but that the drug pushers are tackled. Mr Edwards explained that there is an agreement in place between the Police/Welsh Government with regard to possession of drugs.

Members asked what was in place to help women on the streets and what specific work was being done with regards to the street sex trade. Mr Edwards explained that there are a number of specialist projects in place for women involved in the street sex trade, there were very complex needs and a multi-agency approach is taken. Women at hostels are segregated and supported, with counselling and wrap around services are provided where possible.

The Chairperson welcomed Yvonne Connolly and Laura Carey from the Salvation Army and invited them to make their presentation to Committee, after which the Chairperson invited questions and comments from Members.

Members asked how the Salvation Army works together with other hostels and were advised that the management team for frontline hostels meet on a monthly basis; they share and learn and advocacy is developed through this forum. There are lots of moves and swaps between hostels and relationships between them are very strong.

Members referred to floating support and that 91% of people leave with full support and asked what number of people this referred to. Members were advised that this represented 256 people last quarter and they were currently working with 92 people/families/couples.

Members discussed how long a client would spend in Ty Gobaith and how easy it was for them to move on to another type of accommodation. Members were advised that move on accommodation was a challenge for everyone; with regards to timescale they worked on a 6 month principle, with a review after 6 months; on average the time was more like 8 months. It was added that the service has changed a lot and now involved more wrap around services and support.

Members asked what the priority would be in relation to funding if there was an influx of grants of investment. Ms Connolly advised that there was a catalogue of things, the City needs a city-wide approach and while there are strengths across all services, there is also a need to talk to the people who use the services to establish why (for example) they are not feeling safe or using services. These could be difficult conversations to have but it was important to listen to people and reflect. Housing First needs to be on offer to people.

Members asked in relation to the Commissioning Strategy, how long was needed for the strategy to work. Ms Connolly advised that there was a national issue around commissioning cycles but 7-9 years should be the base to enable investment in buildings and services to establish stability.

Members asked if there were any spare beds in Ty Gobaith, what the charges are and whether there were any problems in relation to receiving payments. Members

were advised that Ty Gobaith was running at 97% capacity, with the other 3% being rooms out of use due to the need for repairs. All referrals come via the Single Persons Gateway. Charges are currently £13 self-catering; £31 half board. Payment arrears are quite high and this continues to be a challenge, and they are working with the Job Centre to look at any benefit issues.

Members asked if Ty Gobaith has seen an increase in drug use and family breakdowns. Ms Carey stated that there had been an increase in drug use but it was the type of drugs and their impact had been the significant change, an example was given of the physical presentation of someone taking SPICE in comparison to heroin and the huge physical and mental impact it has. It was stated that Cardiff compares quite well with other cities in relation to drug related deaths and has good harm reduction and needle exchange programmes. With family breakdowns, there has been a significant increase; the Northlands centre sees the immediate effect of this and they work with families and provide respite and support.

Members asked how Ty Gobaith deals with the retention of needles and were advised that they have given out 658 needles and received 5000 in return so the return rate was good. They also work with schools to ensure that any reported discarded needles are cleared up quickly.

The Chairperson welcomed Gareth Jones and Sian David from the Wallich centre and invited them to address the Committee.

Members were advised that the Wallich was established in 1997, they deal with around 31 clients out on the street, but 40 in the last week.

Members were advised that in relation to Rough Sleeper Intervention, due to pedestrian safety, the Wallich are currently not able to access Queen Street.

There is emergency accommodation and some further accommodation via the private rented sector. The Night Shelter is expanding to 22 places and the Clare Road house is just reopening. The Wallich is running at capacity.

Members were advised that the average stay is 3 weeks

The Wallich has a Community House Team with a dual diagnosis project for mental health and substance misuse that provides a co-concurring, psychologically informed environment.

In the past, there were around 30 incidents a month, but now only 2/3.

The Wallich has rolled out a number initiatives – through WG funding, there are a network of therapists; they are dealing with an increased number of clients with Adverse Childhood experiences (ACEs); there is a need to increase therapeutic services.

A key goal is to get employment or volunteering for clients – through counselling and therapy.

25% staff working for the Wallich have Lived Homeless Experience.

The Wallich is involved in Ty Tarian, in partnership with the YMCA which offers a specialist 5 bed space.

The Wallich also run a number of mobile operations such as multi-disciplinary services and a mobile health centre which takes a medical room out to people who need it. They look at different models and engage with people through the night, building trust and guide people into services.

With regard to the demographics, in the early 1990's this was predominantly groups of people with alcohol dependency; these are still clients but they are housed and supported in the community in the Shoreline project.

The Chairperson thanked Gareth Jones and Sian David and invited questions and comments from Members;

Members asked for more information about the issues faced in relation to approaching people in tents on Queen Street and were advised that they have been asked not take their vehicle onto Queen Street as it has a health and safety problem with pedestrians, particularly on the breakfast run.

Members asked in relation to the Shoreline project whether landlords are being risk averse. Members were advised that the issue is a "hot potato". The Wallich is currently reviewing their drugs policy, and the Police and Crime Commissioner is fully supportive. The Wallich doesn't want to exclude people with drug issues, they want to work with them but landlords can be restrictive, it's a difficult issue but a measured approach is needed.

Members referred to residents and asked what is offered to have more people inside during the day. Members were advised that they encourage volunteering and they have developed a peer mentoring scheme. They engage with residents to establish what their goals, needs etc. are. They work with employers in relation to criminal records and addressing skills shortages.

Members were encouraged to hear about results and successes, but wondered if this was due to the small numbers. Members were advised that one size does not fit all, and hostels are not the answer long-term; it was difficult to say what it would be like if there weren't a range of options available.

Members asked if the services provided are getting more complex and if there was a risk of overcomplicating things. Members were advised that Housing First is a well-researched and proven initiative. Innovation is not developed for the sake of it. Partnerships and working together is key as is continually learning and moving.

Members asked if Cardiff was lacking in relation to local innovation and were advised that there was plenty of innovation. A major issue is the lack of supply in both the social housing and private rented sector to move people on from hostels.

Members asked if the commissioning strategy was supporting the 3<sup>rd</sup> sector. Members were advised that it was not, short-term funding was not conducive to planning and developing services. It also places smaller organisations at a disadvantage. The hope was that the multi-disciplinary team would be a major development in addressing this.

Members asked if there were enough services for dual/multi diagnosis clients and were advised that it can be tough to arrange services – particularly commissioning across health, housing and the criminal justice system.

The Chairperson welcomed Tamsin Stirling an Independent Housing Consultant and invited her to address the Committee.

Ms Stirling advised Members that she was a Splott resident and a Freelance Housing Specialist who had been involved in the Housing Wales Act 2014 Policy Development and Homelessness was a part of that.

As a resident she was sad to see the change in the City, particularly with the tents and stated that this shouldn't be accepted as the way things are. She outlined a number of things that she considered important, including; The need to engage with people on the street; the Give DIFFerently Campaign which she considered was only useful for people who are engaged in the system; the issues of violence and stigma for people on the streets; the need for individuals to engage in educating themselves as citizens were key considerations. There also needs to be a better coordination of effort via the Frameworks Institute (CRISIS), partnerships and organisations within them playing to their strengths through commissioning and achieving outcomes; co-producing services; and developing these with service users and providers were key going forward. She also outlined research and evidence giving an overview of sources in relation to preventative measures, prison leavers, rough sleepers in England and Scotland; international sources which could also be crucial in in developing policy and practice.

The Chairperson thanked Tamsin Stirling and invited questions and comments from Members;

Members asked if a comparison could be made between what is happening in Cardiff to other cities (such as Los Angeles) and whether it was time to accept that there is a real crisis in Cardiff. Ms Stirling advised that in terms of the scale of the problem then no. Tents are becoming an issue and Welfare reform has had a massive impact, but in the UK there would not be the kinds of "sweeps" there were in LA to achieve short-term impact as this was not helpful and it did not work.

Members asked Ms Stirling if she considered this a complex spiral. Ms Stirling considered that the system had become dysfunctional particularly in relation to the number/range of student accommodation but not social housing in the City. She considered that there was a need to look at the housing market and homelessness together.

Members asked in relation to rough sleepers, whether there was any research that identified any schemes that work and whether there is an increase in numbers of rough sleepers. Ms Stirling advised members that Housing First is an example of good practice and yes, there are more visible rough sleepers currently.

Members discussed supply and demand and asked if there was a correlation between housing need and homelessness. Ms Stirling considered there was, but there is also the need to challenge human psychology around rough sleepers and shape public perceptions of rough sleepers. Ms Stirling considered there is a psychic numbing and there needs to be a move towards a "kinder Cardiff".

The Chairperson welcomed Ian Ephraim from Ty Tresillian and City Centre Outreach Team and invited him to make his presentation to the Committee after which the Chairperson invited questions and comments from Members.

Member noted the reference to 5 rough sleepers in one day, with 4 re-presenting and asked why this had happened. Members were advised that 1 was from London; 2 from Newport of which one had a local connection.

Members asked if there were any issues with “move on” accommodation and were advised that the average time people remain is around 6 months, but, for some, it can take over a year to find them suitable accommodation.

Members asked where the Multi Agency team were based and were advised that they are based in Housing Options Centre but they are out engaging with other providers too and will also engage with rough sleepers on the street.

The Chairperson welcomed back welcomed Councillor Lynda Thorne (Cabinet Member for Housing & Communities); Sarah McGill (Corporate Director, People & Communities); and Jane Thomas (Assistant Director, Housing & Communities) and having heard evidence from service providers, the Chairperson invited them to comment on some of the issues raised.

Officers reflected on what had been presented and considered that it had been an interesting discussion with common themes and evidence including;  
Partnership approaches that needs to be whole system; a variety of provision; joined up; one size doesn't fit all;

Trauma informed approach;

Joint commissioning across health, police and the Council was vital;

It is a very complex situation, but there was a willingness to find solutions;

There are issues in relation to short-term funding and it needs to be sustainable;

Commissioning arrangements need to be reviewed as there is a need to do things differently;

More work in relation to communication is needed;

With regard to partners, there needs to be relationship building and address issues of “competition”;

A real need to understand why people do not engage with services.

The Chairperson invited final questions and comments from Members;

Members asked about issues with housing stock and as a social landlord, is there more Cardiff can do with housing associations. Members were advised that almost all accommodation is provided via Housing Associations.

Members noted that Officers were not aware of the access to Queen Street issues.

Members noted that there was a perception that rough sleepers are avoiding services and asked if more can more done to use and promote a “safe” hostel for those with mental health problems. Officers agreed that they need to monitor this.

AGREED: that the Chairperson, on behalf of the Committee, writes to the Cabinet Member conveying the observations of the Committee via a report when discussing the way forward.

57 : URGENT ITEMS (IF ANY)

None received.

58 : DATE OF NEXT MEETING

Budget Scrutiny – 18<sup>th</sup> February 2019 at 4.30pm, Committee Room 4, County Hall, Cardiff.

59 : PRESENTATIONS

The meeting terminated at 8.25 pm



# Single Person Gateway Overview CASSC - Jan 2019



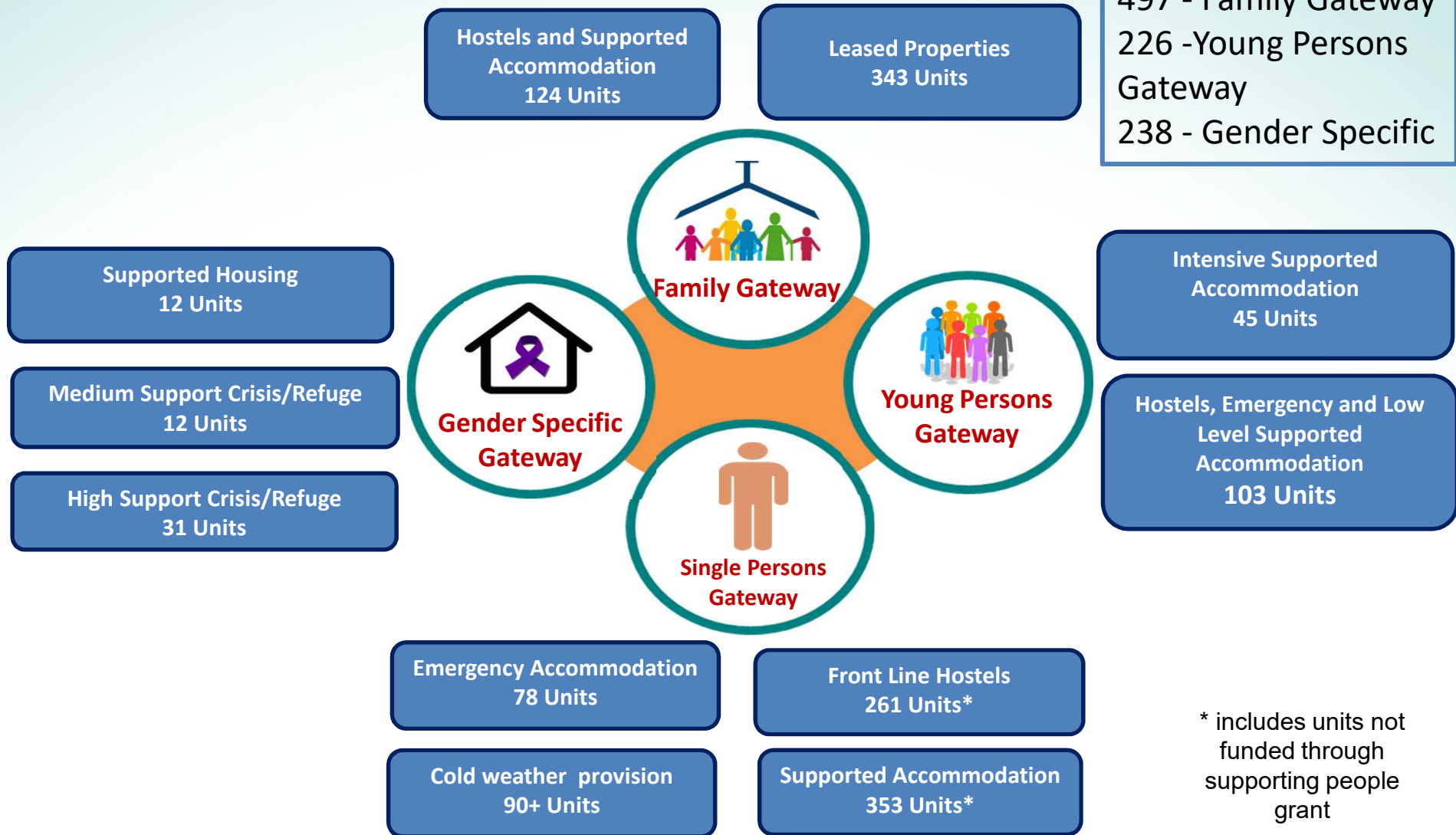
# Temporary & Supported Accommodation

The Single Person Gateway is one of 5 gateways into accommodation – a joined up partnership approach.

**Number of clients housed 2017/18**

1409 – Single Persons Gateway  
 497 - Family Gateway  
 226 -Young Persons Gateway  
 238 - Gender Specific

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\* includes units not funded through supporting people grant

# Accessing the Single Person Gateway

## Access

- Accessed through to Housing Options Centre or via Outreach / Partners (Rise , Asylum & Refugee Support Team)
- Out of hours – co-ordinated through Tresillian / Huggard (assessed following day)
- Following assessment of client's support and risk information – normally placed in Frontline accommodation.

## Move on

### Second Stage Accommodation

- Support provider/Agency completes Supported Accommodation Assessment Form (SAAF)  
Decision is made by HOC team to identify most appropriate accommodation
- Placement will be provided when available , subject to waiting lists/clients priority

### Private Rented Sector pathway

- Bond and Rent in Advance assistance provided at Housing Options and Huggard
- Some providers operate move on schemes – YMCA / UWHA(Oak House)

### Social Housing pathway

- Preferential banding given but supply is limited

# Single Person Gateway - Emergency accommodation

| Type                              | Scheme                                  | Description  | Number of Individual /units   |
|-----------------------------------|---|--|---|
| Shared spaces                     | Floorspace Ty Tresillian Huggard Hostel | Sleeping mats in a shared space within the Huggard and Tresillian hostels, with support provided overnight.    | 12<br>12  |
|                                   | Wallich Nightshelter                    | Shared rooms accommodating 2-3 people for emergency overnight stays.   | 12  |
|                                   | Council TY Nos Nightshelter             | Shared rooms accommodating 2-3 people for emergency overnight stays.   | 10  |
|                                   | Individual units                        | The Wallich Sir Julian Hodge E-Bed hostel  | Emergency overnight stay in a small room in Sir Julian Hodge hostel |
| YMCA Ambassador Pods              |   | Self-contained units within one shared room  | 3   |
| Emergency beds                    |   | Individual emergency beds in own room for up to 28 days  | 2   |
| Ty Tresillian Cabins              |   | Self-contained units with support as needed from Ty Tresillian hostel. Clients can stay longer-term if needed. | 3   |
| Pods Ty Tresillian Huggard hostel |   | Small self-contained units for emergency overnight stays.  | 13<br>8   |

To open shortly:

- 11 additional spaces in Wallich Nightshelter
- 8 Additional pods in Huggard Hostel



# Single Person Gateway- Front Line Hostels

| Type                            | Scheme                           | Description   | Number of Individual /units |
|---------------------------------|----------------------------------|---|-----------------------------|
| High support needs              | Ty Tresillian (Cardiff Council)  | 24 hour supported hostel providing ensuite rooms, 2 rooms can accommodate couples and 2 are adapted and accessible. The hostel accommodates clients with complex support needs who may have considerable risk factors.                    | 24                          |
|                                 | Huggard Hostel                   | The hostel is staffed 24 hours and a high level of support is provided. All 22 rooms are en-suite, 2 of these rooms can accommodate couples   | 22                          |
| High-Medium level support needs | The Walk (Cardiff YMCA)          | 81-bed hostel providing advice and support to those with medium- high support needs. The hostel is fully catered and rooms have shared bathrooms. All residents are allocated a support worker and support is tailored to individual need | 81                          |
|                                 | Ty Gobaith (Salvation Army)      | The hostel is staffed 24 hours a day and provides a range of half board rooms and self-catering rooms.  | 47                          |
|                                 | Sir Julian Hodge (The Wallich)   | 24 hour staffed hostel, all rooms are self-catered and with a shared bathroom. 5 of the rooms can accommodate couples. Residents can access support 24/7 if needed.   | 25                          |
| Low level support needs         | Ambassador Hostel (Cardiff YMCA) | Low-level support provided for clients nearing independent living.  | 35                          |
|                                 | United Welsh Oak house Hostel    | Hostel for clients with low support needs who are close to independent living. A PRS scheme is in operation where clients are assisted to find suitable private accommodation and employment.   | 27                          |



# Single Person Gateway- Second Stage Accommodation

## Low- Level Support Projects

|                            |                          |  |    |
|----------------------------|--------------------------|--|----|
| <b>Mixed support needs</b> | Huggard Houses           | Visiting support provided to 3 shared houses in the community. Support is offered around life skills and finding accommodation.      | 9  |
|                            | United Welsh Prep Houses | Visiting support is provided to 5 houses in the community (4 houses have self-contained flats. 1 property offers shared facilities). | 19 |
|                            | Llamau                   | Self-contained flats for women, visiting support provided.   | 4  |
|                            | CC SAIL                  | Self-contained Cardiff Council flats, visiting support provided.   | 7  |
| <b>Mental health</b>       | Cardiff Mind             | Self-contained flats in the community, visiting support available 9-5  | 4  |
|                            | Hafod Care               | Shared houses in the community, visiting support available 9-5   | 22 |

## Mixed Support Needs- Medium & High Level Supported Projects

|                             |                                   |  |         |
|-----------------------------|-----------------------------------|--|---------|
| <b>Medium level support</b> | Huggard Houses                    | 11 shared houses in the community, including one female only house. Visiting support provided  | 35      |
|                             | Wallich Riverside                 | Large shared house for clients at risk of offending and willing to engage in employment, training and volunteering. Visiting support provided. | 8       |
| <b>High level support</b>   | Council – Supported Accommodation | Self Contained Flats with 24hr on site presence (includes rough sleeper project).  | 43*     |
|                             | Llamau Ryder Street               | 5 bed hostel for women only, support provided 24hrs.   | 5       |
|                             | Gwalia Janner House & Teal Street | Janner House provides eleven units of 24 hour staffed accommodation to service users within self-contained flats.                              | 11<br>9 |

## Mental Health- Medium & High Level Supported Projects

|                       |                     |   |    |
|-----------------------|---------------------|---|----|
| <b>Medium support</b> | Cardiff Mind houses | Shared accommodation in the community, visiting support available.  | 22 |
|                       | Hafod Care          | Shared houses in the community, visiting support provided.  | 13 |
| <b>High support</b>   | Hafod Care          | Shared and self-contained properties, high level of visiting support provided to those with complex mental health issues. | 15 |

\* Recently expanded supported housing - currently 43 flats, expanding further over coming year



# Single Person Gateway- Second Stage Cont.

## Substance Misuse/ Alcohol- Medium & High Level Supported Projects

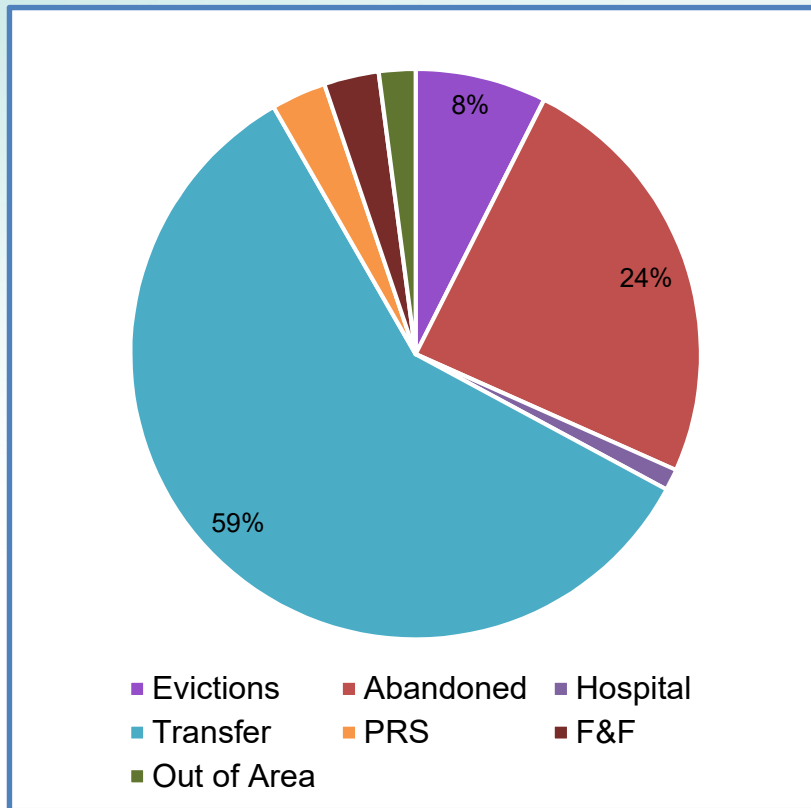
|                         |   |   |    |
|-------------------------|---|---|----|
| Non-abstinence projects | Wallich Community Houses  | Range of supported accommodation (24 hr staffed houses and lower level visiting support properties) for clients with dual diagnosis (substance misuse issues and mental health).  | 33 |
|                         | Shoreline   | 24 hour support provided within 6 shared houses and dispersed flats. Shoreline is a non-abstinence project for clients who are alcohol-dependant or have significant issues with alcohol.   | 38 |
| Dry/abstinence projects | Solas Dyfrig House/ Glan Yr Afon                                | Dyfrig House contains a mix of self-contained flats and shared accommodation for clients wishing to remain abstinent from substances. High-level support is provided to clients to remain abstinent, clients must agree to be breathalysed and be abstinent from alcohol and substances throughout their stay.  | 35 |
|                         | Wallich Croes Ffin  | Supported houses for clients in recovery from dependency issues, with support staff in residence during office hours. All clients accepted onto the programme will have engaged in a detoxification programme and remain abstinent for 6 weeks prior to the point of referral.  | 8  |
|                         | Salvation Army Bridge Programme inc. Aftercare/ Aftercare House | Three stage process for clients wishing to become abstinent: 1) initial preparation and detox (room within Ty Gobaith hostel) 2) Aftercare stage (self-contained flats within Ty Gobaith hostel), Move-on stage (shared house in the community). The service is a joint partnership with the Community Addictions Unit (CAU), and the team includes a Consultant Psychiatrist as the Clinical Lead, alongside a Community Psychiatric Nurse, Specialist Support Workers and an Outreach Worker. | 13 |

Funding: Most projects funded by a combination of HB and Supporting People, some projects operate without SP and some partners offer additional units

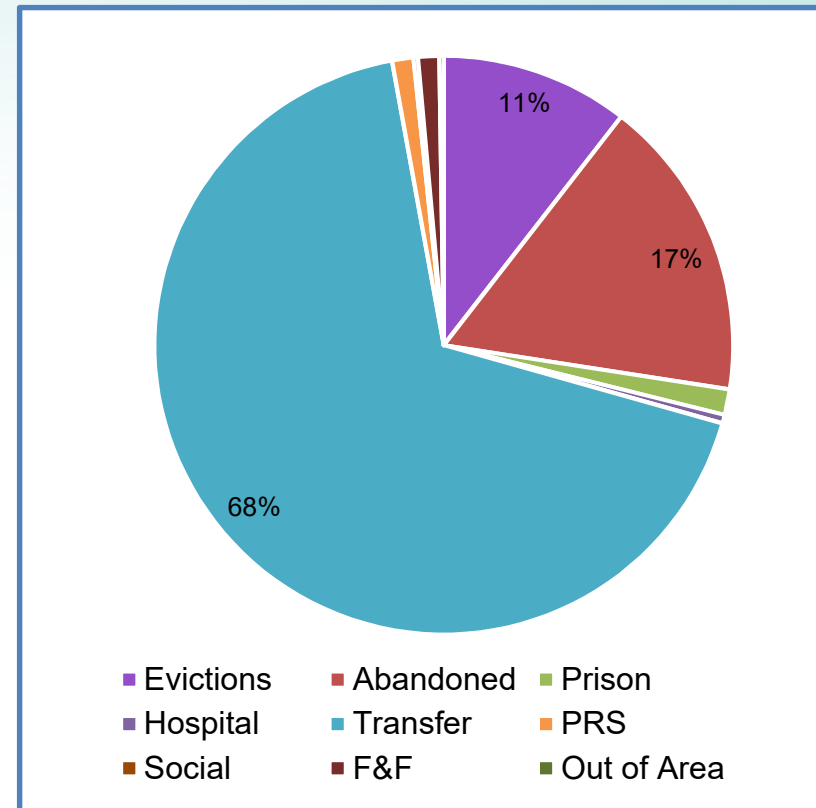


# Outcomes- moves through Single Person Gateway (01/12/17- 30/11/18):

Emergency Accommodation - shared spaces



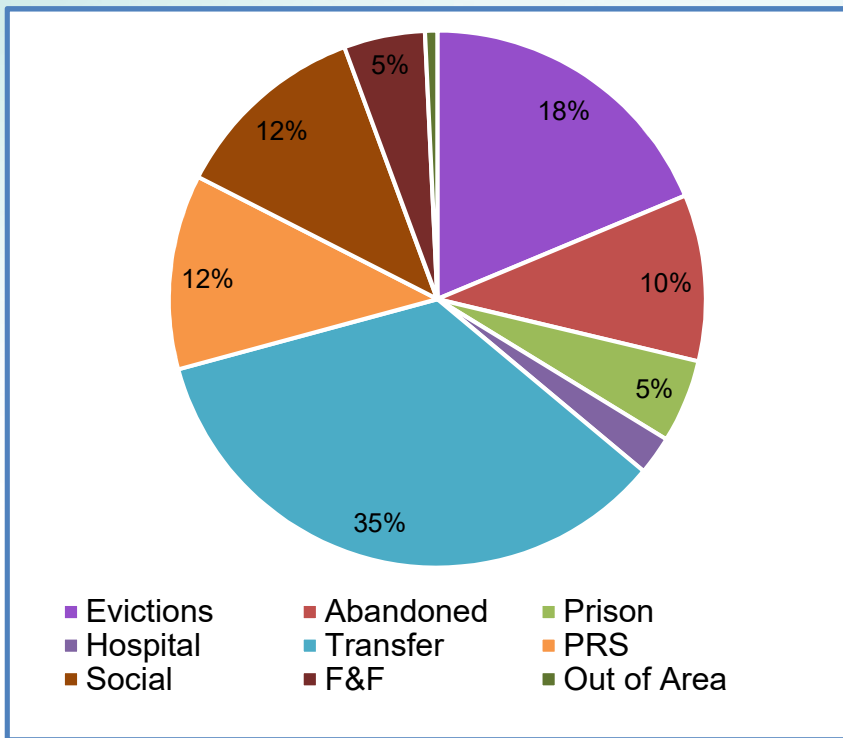
Emergency Accommodation - individual unit



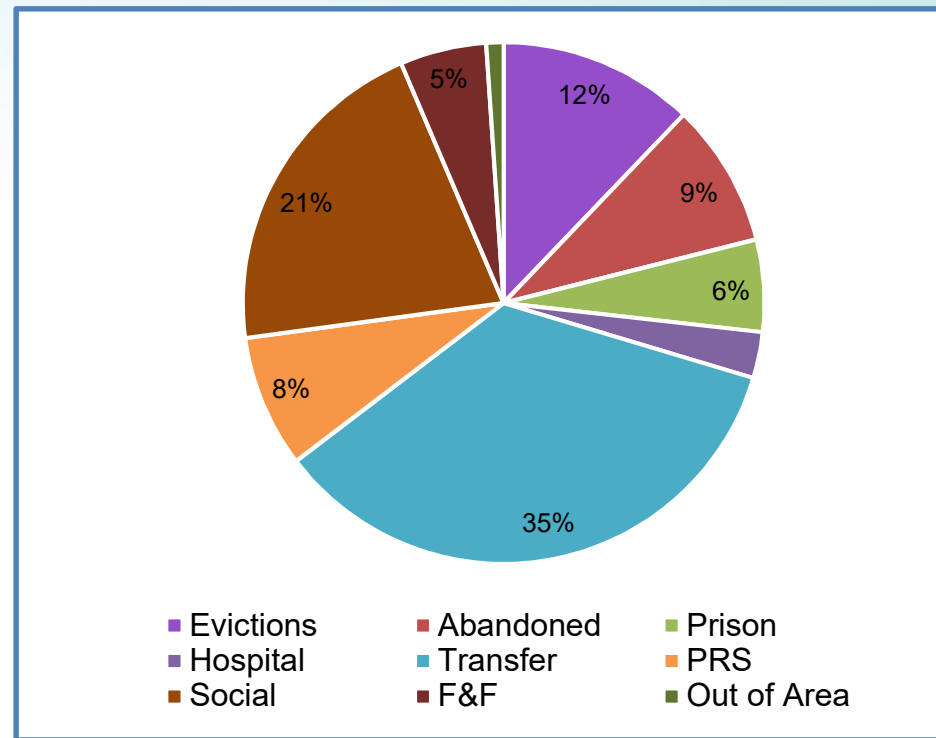


# Outcomes- moves through Single Person Gateway (01/12/17-30/11/18):

Front Line Hostel moves



Secondary accommodation moves



# Key Developments - Improving Accommodation

## Emergency Accommodation

- Direct access to bed spaces for clients identified by Outreach
- Support workers for those only accessing emergency accommodation
- More individual pods at Ty Tresillian & Huggard hostels,
- Extension to the Wallich Nightshelter
- Ty Nos – Council Nightshelter

## Supported Housing

- Council Supported housing Scheme

## Housing First

**Salvation Army** - in first year 8 individuals have settled into tenancies, with a further 3 matched to tenancy and awaiting move in next week (up to 20 units)

**Cardiff Council** - started Dec 2018 and will be working closely with the private rented sector to ensure people have a choice in where they would like to live (up to 10 units).



# New Initiatives

Many clients have **complex issues** resulting from (ACES) resulting in poor mental health and substance dependency. These clients can struggle to maintain any form of accommodation resulting in a “**revolving door of homelessness**”:

- **Strengthening Multi Agency team**
- **Homeless Advocacy Programme** pilot. Provide continuity of support both on and off the street - aim to identify triggers for evictions/abandonments, to sustain placements or support positive moves.
- **Innovative Intensive Supported Housing Projects** developed to meet identified gaps and specific needs: Compass Project /Ty Tarian
- **Training for Support Workers** – range of training offered to all partners to build the skills of support workers
- **Research** – Review of effectiveness of homeless services for those rough sleeping / in hostels



# Accommodation and Support Recommissioning

## *Single Person Gateway - Second Stage Accommodation*

Aim to take a multi agency approach

| Activity   | Timetable                     |
|--|-------------------------------|
| <b>Needs Assessment - Provider / Partner / Service User Engagement</b> | <b>Spring - Summer 2019</b>   |
| <b>Cabinet Decision</b>  | <b>Summer 2019</b>            |
| <b>Recommissioning</b>   | <b>Autumn- Winter 2019/20</b> |
| <b>Contract Commence</b>   | <b>Spring 2020</b>            |



# Salvation Army Cardiff

## REGIONAL TEAM

Yvonne Connolly – Regional Manager

Emma Paynter – Assistant Regional Manager





## WHAT WE DO

TSA delivers a wide range of services across UK and Ireland working to prevent, relieve and support people out of homelessness including

- **Single accommodation-based services,**
- **Floating support services,**
- **Day and night shelters,**
- **Rough sleeper outreach,**
- **Specialist Young Person Homelessness Services**
- **Community homelessness drop-ins**
- **Resettlement services,**
- **Drug and Alcohol Rehabilitation Services**
- **Family homelessness services**
- **Housing First**
- **Complex Needs Services**

Ty Gobaith &  
Bridge Treatment  
Programme

Northlannds

Partneriath Floating  
Support

EEA/Reconnection/  
Bus Project

Housing First

Salvation Army  
Cardiff



# Ty Gobaith Lifehouse

- Tŷ Gobaith provides tailor-made services to its residents, to meet their needs and support them in making a positive change.
- 72 Single Homeless Beds including
  - **15 Bed Bridge Programme** - specialist onsite treatment and detox programme – Award winning partnership with CAU & **only one in Wales**
  - 4 Bed **Complex Needs** Unit
    - Specifically working with entrenched rough sleepers/those not sustaining current hostel system
  - 8 Bed Community House Resettlement Programme
  - 2 Bed “Pod” back to work programme
  - 4 NRPF “Pod” Programme
  - **Award winning onsite accredited college delivering range of specialist ETE skills/positive use of time programme**

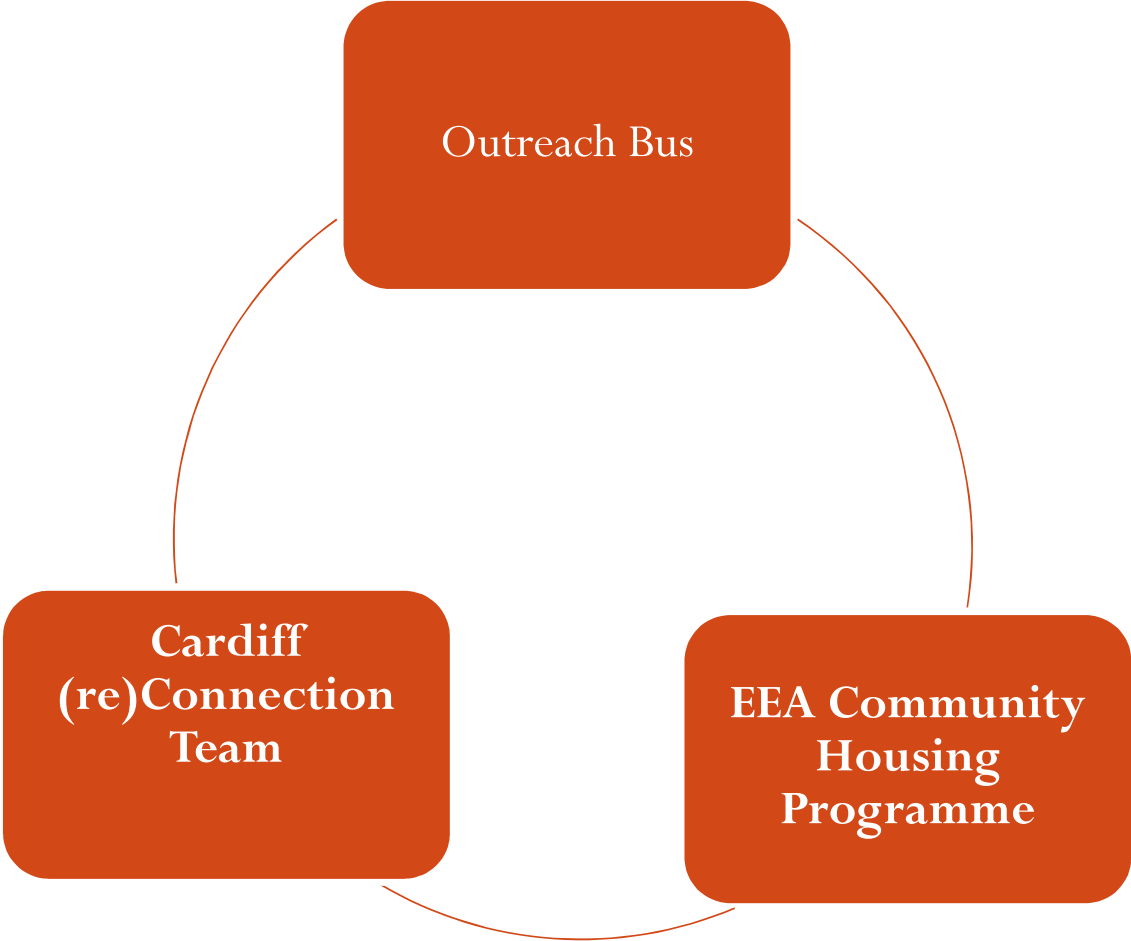
# Northlands Young Person Service

- The centre is a purpose built 26 bed specialist Lifehouse offering tailor made support for young people aged 16 -21years.
- Centre underpinned by an **asset based approach** to working with YP focussed on **Prevention**, Early Intervention and Long Term **Sustainability**
  - 70 - 75% positive move\*
  - In house mediation & respite project - **focussing on healthy relationships** with family and return homes where appropriate
  - In house Positive Pathways Coach (learning and development) with over **70% of YP engaged with ETE activities**
  - Calais Intake – extending to working with young asylum seekers

## Partneriath Community Support Service (Floating Support)

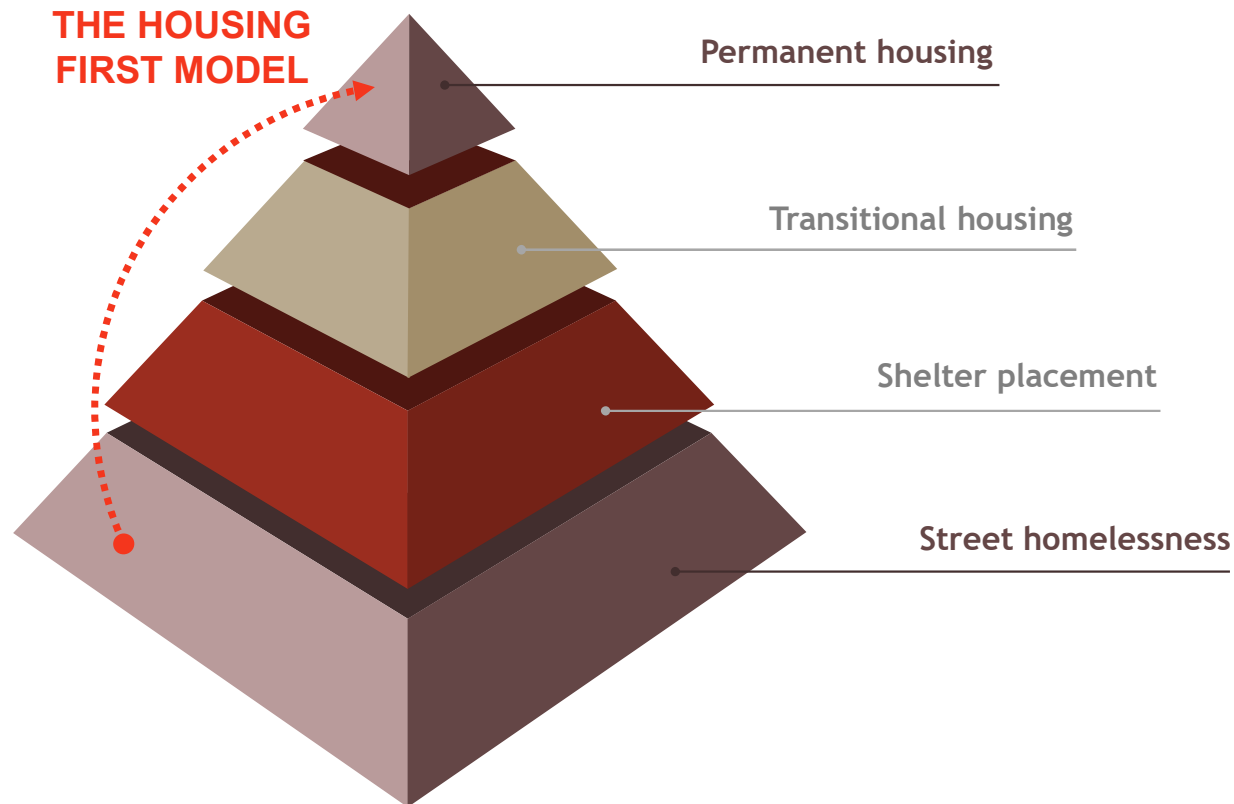
- The Salvation Army was awarded the prime contract in partnership with United Welsh to deliver Floating Support to over 300 units in Cardiff in April 2017
- Modelled on and delivering a **true homelessness prevention service** - helping people stay in both their homes and communities in Cardiff
  - **91% of people leave with full support needs met**
  - **94 individual cases prevented from homelessness (last quarter!)**
- Delivered through a **12 week tailored support package** - encompassing everything from financial management to mental health and wellbeing.

# Cardiff Outreach Services



# Cardiff Housing First

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Founded on the RIGHT to a home

## Core principles

- People have a right to a home
- An active engagement approach is used
- Flexible support is provided for as long as it is needed
- Housing and support are separated
- Individuals have choice and control
- The service is based on people's strengths, goals and aspirations
- A harm reduction approach is used

# Housing First Statistics

One year on

## Cymorth Homeless Prevention Award Winner 2018



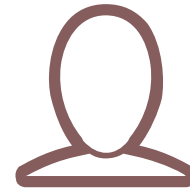
### Engagement

On average clients engage with the team for around **4 months** from first conversation to allocation of property



### Support

On average clients get **14 hours** of face to face contact a week once they are in a property.



### Outreach

On average clients get **3 hours per week** whilst on outreach, which can include staff attending the breakfast run, bus project etc



### Properties

**11 people** are now in accommodation

Different types of accommodation to reflect choice, control and local reality.

## Housing First Outcomes & Impact

**100%**  
OF CLIENTS

Have maintained their property

**100%**  
OF CLIENTS

Engaged with Housing First Service have successfully gone on to be resettled into accommodation of their choice

**100%**  
OF CLIENTS

Have engaged with harm reduction support in relation to substance use, mental/physical health concerns.

**100%**  
OF CLIENTS

Have successfully worked with the team to reduce presentations to A&E and recordings of ASB to 0 since moving into their accommodation

# Salvation Army Cardiff Service Delivery Commitments



All delivery models underpinned by individual choice and control.



Services will work to listen, empower and develop the strengths and talents of all those who need our support



Professional workforce - all staff approach underpinned by principals of Trauma Recovery Model and PIE



A consistent person centered approach to support across all services , providing an assertive and flexible model to meet individuals needs



Working with key partners to design, lead and implement effective collaborative delivery models seeking to prevent homelessness at all times



Monitored outcomes - Learning from learning. Sharing our learning.



# Salvation Army Cardiff

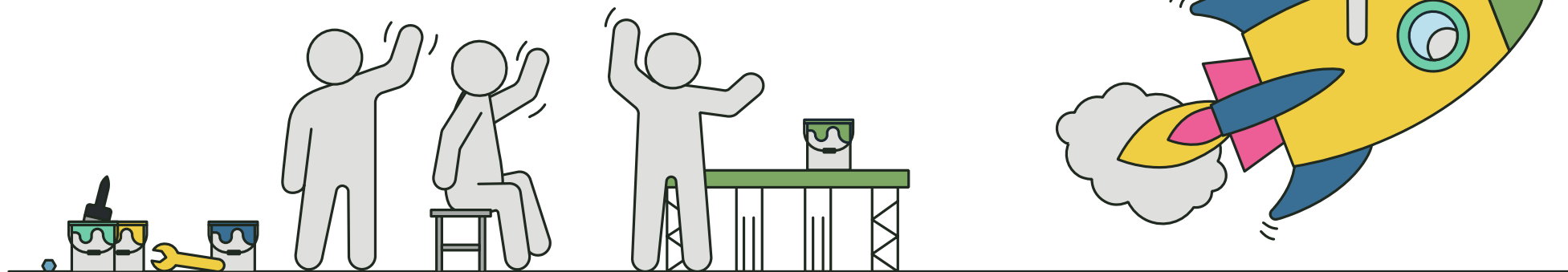
## Challenges - current and future

- Financial/sector sustainability - is this role modelling the characteristics we are asking others to live by?
- Need for long-term commissioning strategy to improve stability for people using the services and providers;
- Need for stronger joint-working protocols and processes between providers/portfolios.

## Looking ahead

- Developing existing services - taking a strengths based approach and developing best practice
- Working together with Cardiff to deliver a ground breaking city MDT case management approach
- Workforce Development - develop and upskill staff in trauma informed approaches to working with people with experience of homelessness, as well as those with multiple and complex needs.
- Complimenting and developing the “alternatives” through the strengths in our existing frameworks (HF, Complex Needs etc)

Take Stock



# Questions

Thank you



# Hostel and Support Services Supporting Rough Sleepers in Cardiff



Ty Tresillian



Supported  
Accommodation



Outreach Services  
and the MDT



Housing First

## Cardiff Council – Cold Weather Plan 2018 / 19

In addition to the year round 78 emergency beds the following provision will be available during the winter on a phased basis. Update – Total of **88** spaces currently active across projects - **Average void space: 15**

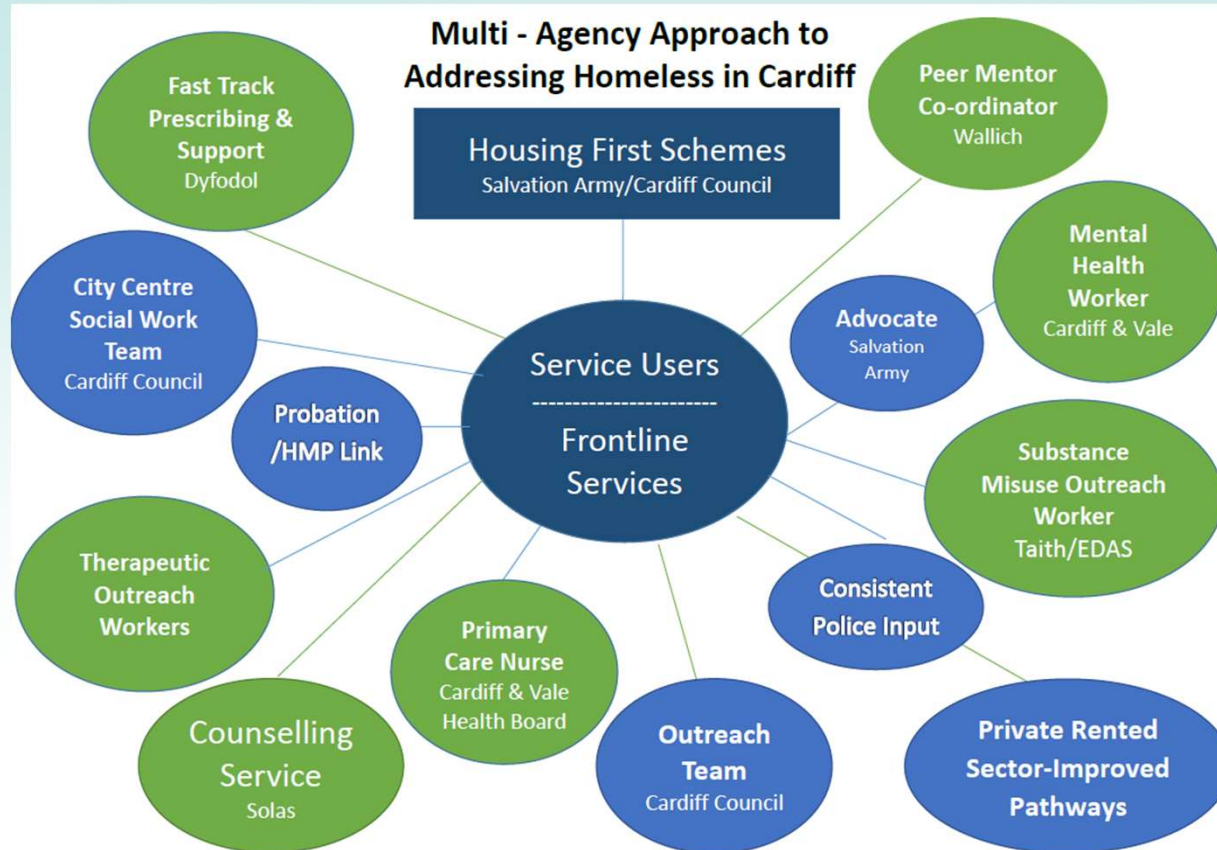
|  |                 |
|--|-----------------|
| <b>1<sup>st</sup> November 2017 – 31<sup>st</sup> March 2019</b>   |                 |
| <b>25</b> emergency beds - Huggard<br><b>5</b> emergency beds - YMCA Ambassador<br><b>3</b> emergency beds Salvation Army<br><b>1</b> emergency bed Northlands (under 24 only) | <b>Total 34</b> |
| <b>10<sup>th</sup> December 2018 – 16<sup>th</sup> January 2019</b>  |                 |
| <b>10</b> Temp Night Shelter   | <b>Total 44</b> |
| <b>17<sup>th</sup> December 2018 – March 2019 (Confirmed)</b>  |                 |
| <b>Cardiff Church's Night Shelter - 15</b> spaces each night on rota basis<br><br><b>5</b> additional pods in Ty Tresillian  | <b>Total 59</b> |
| <b>16<sup>th</sup> January 2019– 31<sup>st</sup> March 2019</b>  |                 |
| <b>22</b> Wallich Night Shelter<br><b>12</b> Ty Nos<br><b>4</b> Glan Yr Afon<br><b>A further 52 spaces available if needed</b>   | <b>Total 87</b> |

# Outreach Services

- Role is to engage with people who sleep rough and support them into accommodation and other services.
- The team works within an Assertive Outreach and Strengths based approach
- The team complete Statutory Homeless Assessments. Over 50 since September 2018. 21 Priority Need decisions. 23 ongoing.
- The team work with Rough Sleepers across the whole city not just city centre.
- Service runs on weekdays from 06:30-00:00 and 06:30-14:00 on a weekend
  
- Since December 2017 we have assisted 187 people into accommodation
- Last Week we accommodated 5 rough sleepers in one day
- In the immediate days surrounding that, 4 new people appeared on the streets
- This demonstrates the complexities of the this problem.

# Homeless is not just a housing issue...

City Centre Team Multi Agency team needs to be further developed



WG Grant funding has been achieved to extend the services in the city centre team, however this funding is temporary

The Substance Misuse Worker/ Peer Mentor started in Dec, the Therapeutic Worker starts in Jan. Mental Health worker and Advocate due to start the end of Jan With the rest of the team in place by the end of Feb/early March

# Ty Tresillian

## Homeless Hostel for Single People and Couples

- Provide accommodation to vulnerable individuals and couples who are in housing need.
- Lead support needs include mental health and substance misuse
- 24 Resident rooms
- Additional provision: 13 EOS Pods, 3 External Cabins and 15 floor space units
- Provides advice, guidance, structured support
- We provide a range of opportunities to support our clients towards a positive future. This includes Football, Gardening, Cooking, Budgeting and Accredited learning.
- During the last quarter we have had:
  - 6 positive move on's
  - 0 evictions
  - Accommodated an average of **30** people in our additional provision

# Supported Accommodation

## Accommodation for Rough Sleepers

- Supported Self-Contained Accommodation – 43 Flats
  - Incorporates 12 Rough Sleeper Project Flats
  - New Support Team
  - All occupants formerly rough sleeping
  - 15 people have accessed since April 2018
  - 85% maintaining their accommodation and engaging with support
  - Also, SAIL Project – 5 units with 85% success rate and no evictions in last 4 years
- 
- Ty Nos (Night House)
  - Offering shared accommodation during Cold Weather
  - Weekly referrals made to this project
  - Opened on 16.1.2019
  - Offers 12 bed spaces solely for rough sleepers
  - Referral route through Outreach Services



# Housing First - Pilot

- Since October 2018 Cardiff Council has been piloting a Housing First Scheme utilising the Private Rented Sector.
- An evidence-based approach, which uses stable housing as a platform to enable individuals with multiple and complex needs to begin recovery and move away from homelessness.
- Building productive relationships with landlords
- Providing intensive holistic support to clients
- Currently have 4 clients engaging with support
- 2 currently in independent accommodation
- 2 with flat viewings in the near future
- Looking to expand over the coming months.

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## **GS – Case Study**

GS is a 56 old White British male. He grew up in wales where he experienced daily violent abuse in his family home by his father. Living in this environment was traumatic and GS grew up in constant fear. GS wasn't coping and rebelled against everyone and everything and his behaviour became problematic to all those around him. GS got into trouble with the police and as a result of the violence at home, would self harm to manage the pain he was feeling. GS father passed away when he was 18 and things got better when he meet his wife and they had children together. GS became a husband who worked 7 days a week to provide for his family and did for over 20 years. GS was happy with his life. GS came home from work one day and found his wife in bed with someone else and his life turned upside down.

GS found the anger and rage he had when he was growing up come back to the forefront. GS got arrested for harassing his wife and started drinking heavily after several warnings from the police to stay away. GS decided to isolate himself by living alone in the forest for 18 months. His drinking became dependant and he realised that he needed support and his health was deteriorating. GS ended up becoming homeless in Cardiff living behind Cardiff castle in a tent and eventually moved in to Ty Gobaith into the main centre.

GS was assessed for the Bridge Programme whilst in the main centre and was admitted into the project on the 16<sup>th</sup> June 2017. GS was drinking and would be very emotional when he is was under the influence and would internalise his anger with violent self harm, such as lashing himself with bike chains. GS had no contact with his children and would cry for the loss he was suffering with the family breakdown and childhood abuse. His health was becoming a huge worry due to his alcohol use.

GS recognised that his emotions were more heightened when he was drinking and the programme workded with him to get him to reduce his drinking and then detox in hospital. Once discharged from hospital GS anxiety was overwhelming so the team had to work carefully. GS built confidence and the team worked with techniques to reduce anxiety,. GS began to engage fully in all aspects of the programme including achieving many Open College Network Qualifications. GS engaged in 1-2-1 counselling for the first time started to understand his past trauma and resulting anger and substance use. This specialist counselling was vital for GS to move forward. GS learned that anger was his biggest trigger for drinking and his keyworker worked intensely with GS to help understand his flight or fight response and the root causes for his anger. Weekly CBT croup sessions to understand how his thoughts feelings and behaviours all impact one another strengthened this understanding. GS had an opportunity to learn new ways of thinking and responding to situations in a safe environment.

GS abstained from alcohol and completed preparation (stage of the programme) in 6 months. He moved over to aftercare for 6 months and whilst there he was waiting on his resettlement strategy for over 55 disabled accommodation.

During his time on the programme GS had had many physical health needs, however his anxiety meant he didn't want to face these and wanted to avoid any bad news. The team worked to help him meet appointments by going to all appointments with him. Also managing his thoughts of self harm if he

received any bad news. GS discovered his liver was significantly damaged when he moved on to the programme and through BBV testing with the nurse it was discovered he also had Hepatitis C. Due to us being able to evidence GS stability he was a suitable candidate for the newest Hep C treatment and the team supported him to undergo this whilst on the programme. At the end of his treatment a scan showed a lump on his liver which turned out to be cancer. The centre team worked closely with GS to manage this devastating news and not relapse. The team provided a higher level of monitoring and support as there was also a high risk of suicide so this would involve at points the night team conducting hourly checks. How GS worked through this period was admirable. After multiple hospital appointments, having lumps removed and laser treatment, GS received good news that they removed all the cancer. The team and all the residents were elated at the news (many happy tears shed that day) GS still has lots of pain in his knees and is waiting on knee replacements. GS diet and exercise is an important aspect in his life and he has had a complete turn around in lifestyle.

GS has now regained family ties with his children and he now sees them regularly, something he thought wouldn't happen again.

GS's was then offered a lovely over 55's disabled flat near Cardiff City Centre, the location is perfect to GS he is over the moon with this, the area and the fact the accommodation has a warden on site for support. Being in his own flat and having calm and independence has changed his life.

GS is still being supported by the Bridge programme outreach worker and continues to maintain abstinence. GS rings the programme regularly and pops in to speak to staff when he is passing. He is currently doing brilliantly and continues to maintain abstinence.

## **MS – Case Study**

### **Bridge Programme**

MS is a 29 old male. He grew up in Somalia where he lost his mother at a very young age. His aunt was his guardian, who then passed away and his grandmother looked after him and brought him up. At the age of 15 his grandmother put him on a plane to Britain on his own. She sold the family home in order to fund him to travel, making the sacrifice for his safety. MS had never flown before and spoke no English at all so it was terrifying leaving his family and coming to a strange country.

Immigration kept MS at the airport and they placed him in care where he lived in London until he was 16. He then had to move out on his own. MS got caught up in the London gang and drugs culture and spoke about his life in London being something that made him grow up, MS learned to take care of himself any way he could. He spoke very little about what he did as he was ashamed of the whole culture he was involved in (gang drugs etc)

MS got married and had two children in London and continued in that lifestyle so he could support his family. Eventually he started to break away and work at call centres to get money for his family, in a way he felt proud of. However there was a threat of violence from the gangs for leaving them. MS's wife had an affair and he left the family home. MS ended up in Cardiff with his grandad and his drinking quickly became problematic. His life felt so lonely and this gave him time to think about all his loss he had experienced and the traumatic things he had witnessed in Somalia, including seeing family and friends killed.

MS was drinking vodka and using cocaine daily with his friends. MS's grandad passed away and he had to move out of the council property. He ended up becoming homeless in Cardiff. MS eventually moved in to Ty Gobaith into the main centre.

MS was assessed for the Bridge Programme and was admitted into the project on the 10<sup>th</sup> February 2016. He was alcohol dependant and often very angry or sad and would cry for the loss he had suffered with losing family members (dad, mother aunty, grandmother grandad) MS did not have many living relatives left. MS started to open up about the severe trauma he experienced in Somalia through his childhood, seeing people get killed and his life threatened regularly. He has scars all over his body from the police and the army there. He has a large machete wound across the top of one of his legs.

MS recognised that his emotions were more heightened when he was drinking and so with support of the groups and the nurse stopped his substance use. The team did a lot of work around his social network and he changed his friends. This worked as MS stayed off substances and completed prep (stage of the programme) in 6 months. During this time MS worked intensively with the programmes counsellor Cheryl on the trauma he experienced. To not use substances through this was an enormous achievement, helped by the regular breath testing and urine testing across the programme. MS moved over to after care for 6 months and then the community house for six months. MS completed a resettlement strategy and was accepted on to the waiting list. MS continued to work intensively on his trauma with the groups and counsellor through the entire programme.

MS had felt ashamed of his drinking and had therefore walked away from his religion. The team supported MS to engage with a local mosque who were extremely supportive of MS recovery.

MS played football for the hostel and was picked for the Welsh homeless team to play in the world cup and went to Norway to play. Whilst there he had the opportunity to see family he has in Norway which was extremely important for him. MS came back with more confidence and enthusiasm and felt inspired to explore what more he could achieve. MS looked into New link wales and completed the Mile programme.

MS's was then offered a flat in Grangetown, not far from the house, through the resettlement strategy. He was over the moon with this as this area was familiar and meant he was close to the mosques that he prayed in and his religious community.

MS is still being supported by the outreach worker on the programme and continues to maintain abstinence. MS has also started volunteering with a hostel that works with young homeless people and he really enjoying giving something to his community. This is something he has always been interested in doing.

MS still pops in to the centre every few weeks for a cup of tea with the team and still sees his counsellor on the programme (which is time limited due to funding).