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AGENDA

Committee	COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE
Date and Time of Meeting	WEDNESDAY, 2 DECEMBER 2020, 4.30 PM
Venue	REMOTE MEETING
Membership	Councillor Jenkins (Chair) Councillors Ahmed, Carter, Gibson, Philippa Hill-John, Lent, Lister and McGarry

Time
approx.

1 Apologies for Absence

To receive apologies for absence.

2 Declarations of Interest

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

3 Minutes (Pages 5 - 10)

To approve the minutes of the 4 November 2020 Community & Adult Services Scrutiny Committee

4 Homelessness - an Update on the Response to the Covid-19 Crisis and Delivering the Future Service Model (Pages 11 - 88)

4.35 pm

Committee Briefing.

Appendices 1, 2 and 4 of Appendix A are not for publication as they contain exempt information of the description contained in paragraphs 14 and 21 (Appendix 1 and 4) and paragraph 16 (Appendix 2) of Schedule 12A of the Local Government Act 1972. It is viewed that, in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

- 5 **Committee Business** (*Pages 89 - 94*) 5.20 pm
- For Members to receive an update on correspondence and the Committee's Forward Work Programme.
- 6 **Urgent Items (if any)**
- 7 **Way Forward** 5.25 pm
- 8 **Date of next meeting - 13 January 2021**

Davina Fiore

Director Governance & Legal Services

Date: Thursday, 26 November 2020

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

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COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE

4 NOVEMBER 2020

Present: Councillor Jenkins(Chairperson)
Councillors Ahmed, Carter, Gibson, Philippa Hill-John, Lent,
Lister and McGarry

98 : APOLOGIES FOR ABSENCE

None received.

99 : DECLARATIONS OF INTEREST

None received.

100 : MINUTES - TO FOLLOW

The minutes of the meeting held on 7 October 2020 were agreed as a correct record.

101 : CARDIFF AND VALE OF GLAMORGAN REGIONAL SAFEGUARDING
BOARD ANNUAL REPORT 2019-2020 & ANNUAL PLAN 2020-21

Members were advised that this item enabled them to consider and review the work of the Board relating to the safeguarding of adults during the year 2019-20, along with its priorities for the upcoming year.

The Chairperson welcomed Cllr Susan Elsmore, Cabinet Member Social Care, Health & Well-being; Sarah McGill, Corporate Director People & Communities and Co-Chair of the Board and Mel Roach - Strategic Business Manager for the Cardiff & Vale Safeguarding Boards.

The Chairperson invited Councillor Elsmore to make a statement in which she said that 2019/20 was a significant year in terms of strengthening the partnership approach and the integration between Children and Adult Services and this was embedded into the Boards structure. A number of events have been held to raise awareness around safeguarding, there has been a digital awards ceremony, an annual development day and domestic abuse workshop among others.

Members were provided with a presentation after which the Chairperson invited questions and comments from Members.

Members considered that the Board Structure was complex and asked how it could be ensured that things work as they should. Officers agreed it was complex and advise that the structure in all its intricate detail, including the groups that report to it, is outlined in the Annual Report. The simplified structure was Board/Groups/Sub-Groups/Task and Finish Groups was what officers are working to achieve; there is a need for clear Governance arrangements; a clear reporting framework and accountability. Progress had been made in getting groups to a manageable level, this was stalled by Covid but things are getting back on track now there is more confidence with remote working.

Members noted the significant responsibilities of the Board and asked how accountable it was. Officers considered that attendance on the Board was incredible; there was energy from a wide range of organisations and the scale of the ambition means that perhaps some thought is needed to being really focussed on where attention needs to be directed. The Board needs to learn from the Child Protection Reviews and impacts on being proactive going forward. It is all about procedures being followed and a focus on prevention and the impact is starting to be seen now.

Members considered there was discrepancy between procedures in place between children and adults with regard to prevention and outside agencies and asked about visiting vulnerable adults and children in residential care. Officers advised that there was an All Wales Procedure which has had an impact in Children's but in Adult's there was a huge shift in making sure that the individual is at the core of any services the Council provides; a person centred approach where service users are able to direct services in a way that's best for them.

Members referred to Training and asked if there was a multi-agency training strategy and if so how it is recorded and monitored. Officers explained that resources were limited but they link in with training providers, local authorities and other agencies; find out what the workforce needs and then how they can be supported to deliver that; they also use train the trainer.

Members noted that the Board reviews its own performance and asked what provisions there were to ensure that the review was robust. Officers explained they are quire regulated by Welsh Government, they use a self-assessment toolkit with is produced by Welsh Government and Social Care Wales; this is undertaken as part of the development day and has to be reported to Welsh Government. Welsh Government get results from each of the six boards in Wales. Officers added that they also work with the National Independent Board for Advice.

Members asked about the impact on service users if the Board did not perform well. Officers explained that if the Board did not perform well and was not fulfilling its responsibility effectively then the danger would be losing the opportunity for contextual safeguarding. The Board has to integrate and be connected so that all aspects of intervention are there.

Members discussed the membership of the Board in relation to third sector organisations and were advised that the NSPCC are now one of three joint Chairs and that report lists the full membership including the seven third sector members.

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.

102 : COUNCIL NEW BUILD DELIVERY PROGRAMME & CHANNEL VIEW REDEVELOPMENT SCHEME

Members were advised that this item enabled them to carry out pre-decision scrutiny on the Council New Build Delivery Programme and Phase 1 of the Channel View scheme ahead of its consideration by Cabinet. Members were advised that due to

confidential information contained in Appendix A this item would be considered in two parts if required, and any questionings relating to the detail contained in Appendix A must be asked during the closed session.

The Chairperson welcomed Cllr Thorne, Cabinet Member for Housing and Communities, Sarah McGill Director People and Communities and David Jaques, Housing Development Manager.

The Chairperson invited Cllr Thorne to make a statement in which she said that the report to be considered by Cabinet provides an update on the progress to date of our new build programme, the numbers of homes completed to date and the numbers of homes being built on site or working their way through the planning process.

The development programme has the capacity to deliver between 2500 and 2700 new council homes. The report recommends an approach for the tendering of contractors for the projects over £5 million in value that would speed up some elements of the process.

The report also provides an update of the Masterplan for the Channel view redevelopment proposal and recommends the progression on the scheme onto Phase 1 subject to a successful public consultation taking place during November. Channel view will deliver around 360 new homes for the local community; Set new standards in quality, low carbon development; Provide attractive public spaces and provide an improvement to the Marl.

Members were provided with a presentation after which the Chairperson invited questions and comments from Members.

Members noted the importance of architectural legacy and made reference to the Goldsmith Street development in Norwich and asked if it would be better if Channel View were linked to the Gas Works site. Officers agreed that the architecture needs to be pushed further. Other schemes have been used in their thinking and designs will evolve from the very early stages. There will be a flow/connectivity from the park/bridge/Ferry Road/Gas Works and green infrastructure would be very important. It was also important to encourage shared surfaces and areas where children can play and cars have to drive very slowly. There would also be green spaces with public realm, informal play areas and fruit trees growing.

Members asked if the total number of units would be more or less than are currently there. Officers advised that there would be more.

Members asked about the current occupants, where they would go when demolition starts and whether the Council is obliged to provide similar accommodation for Council tenants. Members also asked about private tenants and Compulsory Purchase Orders, asking if there was a guaranteed value on buy backs. Officers explained that only Phase 1 of the development requires resident to move. There are three private residents in phase 1 and they have indicated that they wish to sell and move elsewhere however discussions are ongoing. Council tenants would need to be rehoused. The Council would want to avoid CPO where possible however it would be market value plus compensation payment and reasonable legal and moving costs paid.

Members asked how confident Officers were on obtaining funding for the bridge. Officers explained that the scheme cannot deliver the full costs of the bridge, it can't be certain but the team were exploring many innovative grant opportunities including from the Heat Network.

Member asked why the three private residents did not wish to stay. Officers explained that they are keen to sell and move rather than come back to the site but discussions are ongoing. Hopefully they will see how phase 1 looks and want to return.

Members asked about the amount of Social Housing Grant officers expected to get. Officers said they would like all of it, the key thing is to prove deliverability to Welsh Government and the Council will make a significant bid against it.

Members noted that the existing site was unstable and asked if the costs of correcting this had been taken into account. Officers explained there is structural movement as its made up ground currently on raft foundation; this will now be a piled foundation and the estimated costs have been taken into account.

Member asked for a figure in relation to compensation paid if CPO was necessary. Officers stated that they have been open with residents, they would pay market value for the property plus 10% of market value as compensation, plus reasonable moving and legal costs.

Members asked if the Council had gleaned best practice from other schemes that have worked well. Officers explained that they have a design procedure; they identify schemes they like and they work with the Design Commission for Wales.

Members referenced historical issues with contractors and asked what reassurances could be given that the contractors would get the scheme finished. Officers explained that the contractors will be appointed a phase at a time. There was due diligence in the tendering process for the contractor which was undertaken by the finance service area.

Members sought clarification on the delegation to the Director and were advised that it was also in consultation with the Cabinet Member and the report would be amended to reflect this.

Members considered it was an ambitious scheme with lots of risks but it would all come down to the execution of the scheme and reaching the bar that has been set. Members asked about the confidence in delivering the scheme. Officers stated that the team do an exceptional job; it is a complex scheme and it will need a wide range of external professional support. A focus would be kept at all times as they want this to be an exemplar scheme.

There were no questions on confidential Appendix A.

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.

103 : URGENT ITEMS (IF ANY)

None received.

104 : DATE OF NEXT MEETING - 2 DECEMBER 2020

The meeting terminated at 6.15 pm

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

2 Dec 2020

COMMITTEE BRIEFING - HOMLESSNESS – AN UPDATE ON THE RESPONSE TO THE COVID-19 CRISIS AND DELIVERING THE FUTURE SERVICE MODEL

Appendices 1, 2 and 4 of Appendix A are not for publication as they contain exempt information of the description contained in paragraphs 14 and 21 (Appendix 1 and 4) and paragraph 16 (Appendix 2) of Schedule 12A of the Local Government Act 1972. It is viewed that, in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

Purpose of the Report

1. To provide Committee Members with an update on the council's response in addressing homelessness following the initial outbreak of covid-19 and its proposals for delivering the future service model.
2. The Cabinet Member for Housing & Communities will be in attendance at the meeting, supported by officers from Housing & Communities who will provide Committee Members with a presentation which will include; a summary and update on the proposals contained in the July Cabinet Report, including any known outcome of the Welsh Government funding bids and any subsequent changes to proposals. Insight into the current context of homelessness and rough sleeping in the present winter months and how this is being addressed and an update on the 'Real Change' campaign.

3. In order to provide Committee Members with the full context of how the Council is addressing homelessness and rough sleeping following the outbreak of covid-19, the Cabinet Report and its subsequent appendices which were taken to the Cabinet meeting held on July 16 is attached to this report. Members should note that **Appendices 1, 2 and 4** of the Cabinet Report (**Appendix A**) are exempt from publication. Members are requested to keep this information confidential, in line with their responsibilities as set out in the Members Code of Conduct and the Cardiff Undertaking for Councillors.

4. The Cabinet Report presents background information regarding the impact of the initial outbreak of covid-19 on homelessness and rough sleeping and the Council's subsequent response. In total, 182 units of supported accommodation were established during the initial outbreak of covid-19 crisis made up of:
 - 20 Isolation units (Shipping container developments in Ely and Butetown – recently completed and intended for family temporary accommodation, repurposed to meet this need.)
 - 2 Hotels (130 units between the OYO in Riverside and the Youth Hostel Hotel in Splott)
 - Move on accommodation (16 units in Countisbury House, Llanrumney)
 - Re-purposed building (16 units at the Parade in Plasnewydd)

5. Along with setting out the Council's response to the crisis, the Cabinet Report provides proposals to ensure continuation in provisions once the initial lockdown measures are relaxed along with a new vision for addressing homelessness and sourcing additional accommodation.

The proposals include:

- To enter into a partnership arrangement with POBL to use a 42 unit student housing block on Newport Road to provide supported accommodation for those with medium support needs.
- If deemed successful, look to secure and extend the 16 self-contained units established at the start of the crisis in Countisbury House, originally contracted for an initial twelve month period.

- The current level of need for specialist accommodation (which provides 24/7 support on site) in Cardiff is estimated to be 200 units. The Cabinet Report proposes that a site in Adamsdown, currently utilised as accommodation for homeless families and individuals, be repurposed to provide specialist supported accommodation – providing in total 152 units – work will be carried out on a phased basis with some occupation of the building intended by Autumn 2020.
- Due to the proposal to repurpose the Adamsdown facility from accommodation for homeless families to single people, alternative accommodation for homeless families needs to be sourced. It was proposed that 3 centres for family homelessness be established within the sites – Briardene (39 units), Harrison Avenue (19 unit) and the Gasworks site (50 units, new build).
- To approve new build temporary accommodation which is due to be delivered by year end 20/21. Scheme 1 Hayes Place – will provide 19 new modular units - due to be complete by Dec 2020 and operational by Jan 21. Scheme 2 – Gasworks sites will provide 50 new modular units and will be complete no later than March 2021.
- It is intended that along with providing short term emergency accommodation, Hayes Places will also include an Assessment Centre / Triage point for the multi-disciplinary team.
- An outline surrounding the intention to submit a funding bid to the Welsh Government to support these proposals.
- Framework on the new vision for addressing homelessness through a ‘Rapid Rehousing Approach’ – phasing out the ‘second stage provision’ over a 3 year period commencing in April 2021 – providing 220 units into the new model of service.
- Permanent change to service whereby Huggard continues to provide its services, such as the substance misuse and harm reduction service on a mobile basis directly where the clients are living. Work is ongoing with the Huggard and Health colleagues to fully design this new model of service.

6. Prior to Cabinet considering the report, the proposals received pre-decision scrutiny by the Covid-19 scrutiny panel on 14 July 2020. Recommendations made to Cabinet by panel members following their consideration included;
- *A report on the outcome of the funding bids, any consequent changes to proposals, and the impact on partner provision be brought to the Community & Adult Services Scrutiny Committee at the earliest opportunity.*
 - *That you seek and take into account Ward Member input and guidance on the proposed mitigation measures for projects at Adams Court, Newport Road and Hayes Place.*
 - *That a broader and deeper communication plan be developed and implemented. It should use both social and printed media and seek to change public perception and understanding of rough sleeping and begging. It should aim to and be capable of changing behaviours and raising the profile of the service using real-life success stories.*
 - *That the Council work with partners innovatively in aiming to prevent and deal with anti-social behaviour proactively at sites for single and family homeless people.*
 - *That the Council ensure there is excellent security provision on the proposed sites at Adams Court, Newport Road and Hayes Place, not simply CCTV.*
 - *Officers explore how to boost sound insulation in the modular housing to the highest specification possible, rather than relying on building regulation standards.*
 - *A full risk assessment is undertaken on the siting of modular housing for family homeless provision on the Gasworks site, Grangetown.*
 - *That there is thoughtful selection of those who will live at the Gasworks site, who should be able to become integrated and feel comfortable in such a community setting.*

Structure of the meeting

7. This item be considered in two parts: an open session, where Members will be able to ask questions on the briefing provided by officers at the meeting along with the attached papers that are in the public domain. Followed by a closed session, where recording will be ceased, for Members who wish to ask questions that pertain to **Confidential Appendices 1, 2 and 4 of Appendix A.**

Structure of the Papers

8. To facilitate the scrutiny the following appendices are attached to this report:

Appendix A – Report to Cabinet, *taken to Cabinet in July 2020;*

Homelessness – The Response to the Covid-19 crisis and delivering the future service model

The following **appendices** are attached to Appendix A:

Confidential Appendix 1 – costs associated to Gasworks & Hayes Place

Confidential Appendix 2 – exempt legal implications relating to the Cabinet Report

Appendix 3 – Revenue Costs

Confidential Appendix 4 – Capital Costs

Appendix 5 – Cabinet Response to CASSC recommendations regarding temporary and supported accommodation – the single persons gateway.

Appendix 6 - Equalities Impact Assessment

Scope of the Scrutiny

9. During this scrutiny, Members will receive a briefing on the current provision in place in addressing homelessness and rough sleeping following the outbreak of covid-19 and including the current winter months and explore:
 - a. Proposals for future services for homelessness and rough sleeping
 - b. Key factors shaping these proposals
 - c. Update on the status and schedule of proposals
 - d. Impact of proposals
 - e. Financial Implications
 - f. Risks to the Council
 - g. Next Steps and Timelines.
 - h. Current status of the 'Real Change' campaign and any known impact.

Background

10. There are a number of services available for single homeless people and for homeless families, including hostels, day centres, temporary accommodation, supported accommodation and permanent accommodation, as well as support services. Cardiff Council and partners identified that services to single homeless people required remodelling, resulting in a report to Cabinet in December 2019.
11. In common with other major UK cities, Cardiff has experienced an increase in homelessness over recent years. Cardiff Council has set up a multi-agency steering group to work together to tackle homelessness. At the beginning of March 2020, there were 30 known rough sleepers in Cardiff, down from 84 the previous year. The key presenting need for these rough sleepers was substance misuse along with other challenging health needs. In addition to rough sleepers, there were 140 individuals in emergency accommodation and more than 600 individuals in hostels and supported accommodation.
12. The Cabinet Report sets out that Cardiff has 555 units of family temporary accommodation, 161 of which are hostel and supported accommodation and 394 of which are leased properties.

Impact of Covid-19

13. The Covid-19 crisis highlighted the need to ensure single homeless people were able to socially distance, self-isolate and/ or shield, as required by government i.e. that they had self-contained accommodation as opposed to rough sleeping or shared sleeping spaces. Additional funding was made available by Government to meet the costs of this. The report to Cabinet states, at **point 12**, that 182 units of self-contained accommodation were established during the crisis and 71 individuals were referred for substance misuse services (**point 16**).

14. The report to Cabinet also details the impact of Covid-19 on homeless families, at **point 51**. This states that, with the temporary ban on evictions and mortgage holidays, there have been fewer families presenting as homeless. The Council and most Housing Associations in Cardiff have worked on vacant properties during the Covid-19 crisis, meaning properties have been available for families to move into out of temporary accommodation. However, **point 63** stresses that family homelessness is likely to increase when lockdown measures are over and evictions recommence.

Issues identified in the Cabinet Report

15. The report to Cabinet sets out a number of proposals, as follows:

- a. **Points 20 – 49** set out a new vision for homeless services for single people in Cardiff and how this vision will be implemented.
- b. **Points 50 – 63** detail a new vision for homeless services for families in Cardiff and how this will be implemented
- c. **Points 64 – 78** detail provision for temporary accommodation.

16. In terms of **single homeless people**, the report states:

- a. There has been a significant increase in presentations, with an average of 45 new cases a week, compared to 25 a week prior to the pandemic.
- b. The OYO hotel has been commissioned until September 2020.
- c. The YHA hotel has been commissioned until December 2020.
- d. The Council has entered into a partnership with POBL housing association to use a 42-unit student housing block on Newport Road and 16 units in Countisbury House, Llanrumney to provide shorter term accommodation.
- e. The Council will lease Hayes Place, Riverside for 10 years, from Taff Housing Association to provide a multi-disciplinary assessment and triage centre.
- f. Emergency accommodation will be provided to the rear of Hayes Place, via a Direct Award contract for Beattie Passive 'Haus4studio pods' modular housing units.

- g. Substance Misuse harm reduction services and welfare advocacy services delivered by the Huggard will be delivered on a mobile basis in hotels and hostels rather than at a drop-in day centre.
- h. Provision will move away from shared community housing with limited support towards a rapid rehousing approach with appropriate support based on individual need. There are circa 220 units of accommodation that will be phased out over three years, from April 2021 – March 2024.

17. With regard to **specialist accommodation**, the report to Cabinet states that there is estimated to be a need for 200 units of self-contained accommodation. The report proposes to refocus provision at a facility in Adamsdown to provide circa 152 units of high quality specialist accommodation. Discussions have taken place with United Welsh Housing Association (UWHA), which owns the building, police, health and other partners. It has been agreed that a stronger, more formal arrangement will be put in place between the Council and UWHA.

18. The report states that, in conjunction with Health, there will be a review over the coming year of the abstinence/ substance misuse pathway projects. This will include reviewing the specific needs of women (**point 44**).

19. In terms of **family homelessness**, the report states that:

- a. Three new centres for family homelessness will be established
 - Briardean, North Road – 39 units by end of this financial year
 - Harrison Avenue, St Mellons – UWHA building – 19 units
 - The Gasworks, Grangetown – 50 new build units
- b. These three sites will have staff on site during the day and other services, such as Flying Start and health services, will be provided on site.
- c. The aim is to move families quickly from this accommodation directly into a settled home, including in the private rented sector in both Cardiff and the surrounding area.
- d. The Council is piloting a new Welsh Government scheme to lease 66 properties directly from the private rented sector, with 5-year leases.

- e. There are ongoing discussions with a Housing Association regarding their existing lease scheme and these properties may transfer into the Council.
- f. It is proposed to Directly Award the contract for the new build units at The Gasworks, Grangetown to Beattie Passive.

20. The report to Cabinet highlights the interconnectedness of the above proposals and the need to move quickly, in order to ensure alternative accommodation is available to prevent a return to rough sleeping. This is particularly urgent as the arrangements with the OYO and YHA hotels will cease in September and December 2020.

21. At **point 63**, the report to Cabinet states that *'it is proposed that social housing lets continue to focus on homeless cases and emergency moves to create the capacity needed to facilitate this change.'*

Financial Implications

22. The report to Cabinet states that the above work is predicated on successful allocation of additional Welsh Government funding, from the Covid-19 response fund, a new 'No Going Back' homelessness fund, and repurposed Innovative Housing Fund Year 4.

23. The report to Cabinet states the following in relation to specific proposals:

- a. Hayes Place – Welsh Government grant funding sought to fund minor building adaptations. A bid will be made to build membership of the triage team. Innovative Housing Funding sought for emergency accommodation.
- b. Newport Road – Welsh Government funding sought to fund some changes to the building, whilst revenue costs will be met through Housing Benefit and existing grant funding.
- c. Countisbury House – cost currently being made by a combination of Housing Benefit and Welsh Government Covid-19 grant.

- d. Adamsdown Facility – Welsh Government funding sought for building changes. Revenue costs for this scheme are significant and are set out in **Confidential Appendix 2**.
- e. Second Stage temporary accommodation – phasing out this accommodation will release significant level of resource to fund the new model of service; however, this will not be immediately available and discussion is ongoing with Welsh Government on longer term transitional funding.
- f. Family homelessness – funding to support the transition to the new model is being sought from Welsh Government
- g. The Gasworks – Innovative Housing Funding sought for Beattie Passive housing as well as Welsh Government Capital Grant covering Covid-19 related homelessness recovery plans.

24. Members' attention is drawn to the Financial Implications at **Points 86-97**, as well as **Confidential Appendix 1, Confidential Appendix 2, Appendix 3** and **Confidential Appendix 4**, which set out further details of the financial and legal implications of proposals.

Previous Scrutiny

25. In December 2018, the Community & Adult Services Scrutiny Committee considered the proposed Homelessness Strategy 2018-2022. Following the meeting, the then Chair, Councillor Mary McGarry, wrote to Councillor Thorne¹, Cabinet Member – Housing & Communities, making the following points:

- a. Members noted the planned review of rough sleepers services
- b. Members main concern was the supply of suitable accommodation, in terms of:
 - o the stability of the private rented sector
 - o access to private rented sector properties proving problematic in terms of persuading landlords to let properties to those on Housing Benefit or

¹ Letter from Cllr McGarry, Chair of CASSC, to Cllr Thorne, Cabinet Member, dated 6 December 2018

Universal Credit.

- The need to communicate that the Huggard Centre and other hostels in Cardiff are safe and secure

- c. Members decided to hold an additional meeting dedicated to homelessness, focusing on: the single person's gateway, winter provision, how hostels work together, supported accommodation and overall support services.

26. During 2019, the Community & Adult Services Scrutiny Committee held a meeting dedicated to homelessness, hearing from frontline providers and partners. In September 2019, a Committee report on temporary and supported accommodation and the Single Person Gateway was presented to Cabinet. This report recommended changes in approach and operation to assist effective transitioning through the housing system to reduce unsuccessful moves.

27. Cabinet agreed a response to this report at their meeting in December 2019. Out of nine recommendations, Cabinet agreed seven in full and agreed two in principle. Attached at **Appendix 5** are the Committees recommendations following their 2019 meeting dedicated to temporary and supported accommodation and the Single Person Gateway, along with the Cabinet's response.

Way Forward

28. Councillor Lynda Thorne (Cabinet Member, Housing and Communities), Sarah McGill (Corporate Director, People and Communities), Jane Thomas (Assistant Director, Housing and Communities) and Dave Jaques (Operational Manager, Development and Regeneration), will attend to provide Members with an update on July proposals and how homelessness and rough sleeping is being addressed within the current winter months.

29. All Members are reminded of the need to maintain confidentiality with regard to the information provided in **Appendices 1, 2 and 4 of Appendix A.**

Legal Implications

30. 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

31. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct 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

Members are recommended to:

- i) Consider the information in this report, its appendices and the information provided during the meeting relating to the approach in addressing rough sleeping and homelessness; and
- ii) Determine whether they would like to make any comments, observations or recommendations for consideration.

DAVINA FIORE

Director, Governance & Legal Services

26 November 2020

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**HOMELESSNESS – THE RESPONSE TO THE COVID 19 CRISIS
AND DELIVERING THE FUTURE SERVICE MODEL**

**HOUSING AND COMMUNITIES – CLLR LYNDA THORNE
AGENDA ITEM: 6**

Appendices 1, 2 and 4 are not for publication as they contain exempt information of the description contained in paragraphs 14 and 21 (Appendix 1 and 4) and paragraph 16 (Appendix 2) of Schedule 12A of the Local Government Act 1972

Reason for this Report

1. To note the impact of Covid 19 on the delivery of services for single homeless people in Cardiff.
2. To note the steps already taken to secure additional permanent homeless accommodation to replace temporary provision and ensure that no service user will experience a reduction in service availability as lockdown measures are relaxed.
3. To approve the provision of further accommodation and support for single homeless people and families.
4. To approve the Direct Award of a contract to deliver temporary accommodation units at the Gasworks site, Grangetown for families.
5. To approve the additional measures outlined in this report that will deliver the new model of homeless provision in Cardiff.

Background

6. In recent years, like all major British cities, Cardiff has experienced a dramatic rise in the number of people homeless or rough sleeping, working with our partners it has been possible to make very significant progress in reducing the number of individuals sleeping rough and in March 2020 Cardiff had achieved the lowest level for six years.
7. Following extensive research into good practice across the world, proposals were developed to improve the services in Cardiff, to maximise prevention, ensure effective assessment of need and deliver the right accommodation pathways to meet the wide range of issues presented by our single homeless clients. This approach was endorsed in our

Corporate Plan 2020/23. A multi-agency steering group was established to deliver this new vision chaired by the Cabinet Member for Housing and Communities.

8. At the beginning of March 2020 there were 30 rough sleepers in Cardiff, down from 84 rough sleepers the previous year. The key presenting need for those rough sleeping was substance misuse although the complex nature of the issues faced by these individuals meant that most also had other challenging health needs.
9. In addition, there were 140 individuals in emergency accommodation, 98 of whom were sharing sleeping spaces and were required to leave the accommodation during the day. In addition to the emergency accommodation, more than 600 individuals were living in hostel and other supported accommodation. A report on the challenges faced by the existing services in place to meet the needs of single homeless people and the steps being taken to address these was considered by Cabinet in December 2019.

Issues

Impact of the Covid 19 Pandemic

10. On 20 March 2020 the Welsh Government announced that an additional £10 million had been made available to Local Authorities to assist in the response to the Covid 19 pandemic and mitigate the impact on homeless individuals.
11. It was crucial that significant levels of additional self-contained accommodation was sourced quickly in order to ensure that no-one remained on the street and specifically that individuals could self-isolate should they be symptomatic of the virus. The numbers residing in existing emergency accommodation had to be very significantly reduced to ensure that the virus did not spread within this vulnerable group.
12. In the first 3 weeks of the crisis 140 clients were rehoused into accommodation where they could shield / self-isolate. In total 182 units of supported accommodation have been established during the crisis made up of:
 - 20 Isolation units (Shipping container developments in Ely and Butetown – recently completed and intended for family temporary accommodation, repurposed to meet this need.)
 - 2 Hotels (130 units at the OYO in Riverside and the Youth Hostel Hotel in Splott)
 - Move on accommodation (16 units in Countisbury House, Llanrumney)
 - Re-purposed building (16 units at the Parade in Plasnewydd)
13. 24 hour support and security staff were allocated to all sites and 3 meals a day and snacks have been provided to ensure that clients can remain at the property at all times.

14. The detail of the homelessness arrangements put in place to meet the Covid 19 crisis, as set out above, were considered by Cabinet in June 2020.
15. As clients remained in the accommodation it quickly became clear that there was an unprecedented opportunity for services to work with those who wanted to take a step away from substance misuse. Health and third sector colleagues have been providing services directly into the hotels, hostels and supported housing aimed at harm reduction and rapid prescribing. Therapeutic and counselling services have also continued throughout the crisis to ensure that clients underlying needs are identified and met.
16. A new long lasting drug substitute was made available with the support of Welsh Government and the results have been exceptionally positive with 71 clients now referred for services.
17. From the start of the crisis the numbers of presentations from single homeless people increased significantly with an average of 45 new presentations a week (as compared to 25 a week before the pandemic) increasing the already significant pressures on services and resulting in the continued use of some shared sleeping spaces.

A New Vision for Homelessness

18. The experience of the response to the pandemic so far, combined with the work previously undertaken to review Cardiff's current service model has made clear the pressing requirement to continue to provide additional accommodation with multi agency support into the long term, to meet the needs of single homeless people in Cardiff.
19. Prior to the pandemic a strategic review of services was carried out led by Councillor Lynda Thorne, Cabinet Member for Housing and Communities. This review set out a new pathway for accommodation and support services for single homeless people. A range of partner representatives were involved in the development of this new pathway and this had been well received in consultation sessions. The findings from this strategic review has been combined with the learning from the pandemic to develop a new vision for homeless services for single people in Cardiff.
20. The vision for the future has 4 key components:
 - To prevent homelessness wherever possible – and where it is not possible for the experience of homelessness to be rare, brief and not repeated.
 - To deliver an assessment/ triage approach to all those presenting as homeless. A service that will properly and comprehensively identify the needs of the person, where necessary on a multi-agency basis, to fully understand all the issues and consequently

ensure that the accommodation and support solution provided is appropriate to the individual.

- To move away from a “staircase” approach to rehousing where clients move from supported accommodation to independence in stages. The new model will have separate pathways for clients who are able to move rapidly into independent housing via housing first or community housing with intensive support as appropriate. The model will also have a separate pathway for those with lower need with support to move on quickly into the private rented sector together.
 - For those with the most complex needs the model recognises that longer term specialist accommodation will be required but that this will be good quality, self-contained accommodation that can provide a home environment in a supported setting.
21. The vision for Cardiff is very much in line with Welsh Government’s new guidance. In May 2020 a further allocation of £20 million was announced for 2020/21 to assist in funding solutions to homelessness in the longer term – described as a “No Going Back” approach. All Council’s in Wales have been asked to put forward a phase 2 homelessness plan to set out how this will be achieved in their local authority area and to make a funding bid to support this. The Welsh Government has been clear that they do not wish to see a cliff edge but want a continuation of current arrangements while the move to longer-term solutions is achieved.
22. To ensure that accommodation remains available for single homeless people in the short term, immediate action has been taken to extend the arrangements with the 2 hotels: until September in the case of the OYO and December in the case of the YHA. In addition, to allow for the immediate need to meet the increased demand from single homeless people, a decision has been made to enter into a partnership arrangement with POBL to use a 42 unit student housing block on Newport Road, further information on this scheme is provided below.

Next Steps - Delivering the Vision

Assessment Centre / Triage

23. Considering the experience of other UK and European cities the need for an appropriate assessment and triage centre for single homeless individuals is essential. The centre would be available for 24-hour access for referrals by trusted partners and would be a fully multi-disciplinary provision. The centre would provide good quality emergency accommodation for short term use and which will also allow clients to stay longer if needed for them to stabilise and for their needs to be fully assessed.
24. The centre would become a co-ordination point for our multi-disciplinary complex needs services including street and hostel outreach. The

success of our multi-disciplinary approach has been considerable. This grant funded team already includes the following members:

- Social workers
- Mental health workers & mental health social worker
- Housing support workers (SAIL)
- Advocate
- Primary care nurse
- Substance misuse workers
- Probation Officers
- Rapid prescribing service
- Therapeutic outreach workers & psychological services
- Counsellors
- Peer mentor co-ordinator
- Police Street Safe Officer

25. Some funding already exists to increase the resources on the team, particularly the counselling and therapeutic services which have been in high demand during the crisis. A bid will be made to build on the membership of the team to include some time from the following:

- Occupational Therapist
- Psychiatrist
- Psychologist
- Key support workers

26. Following the assessment process, the team would allocate individuals to the most appropriate accommodation solution, from immediate rehousing to complex needs supported accommodation, with the appropriate level of on-going support in place.

27. Agreement has been reached with Taff Housing Association for a further lease of Hayes Place in Riverside for up to 10 years, to provide the assessment and triage centre. This building which has been leased by the Council for some time was most recently used as the one stop shop for domestic abuse and violence against women services. The building is suitable for the multi-disciplinary triage service with some minor building adaptations necessary. Grant funding will be sought from the Welsh Government to make these changes.

28. The emergency accommodation will be provided to the rear of the building. A modular solution to the provision of on-site accommodation units has been procured. An Officer Decision has been made to direct award the contract for these modular units, due to the pressing need to ensure that this provision is in place urgently. It is estimated that the service will be operational by January 2021.

Good Quality Supported Accommodation

Shorter Term Accommodation

29. As mentioned above, to ensure the immediate need for additional supported housing is met, a decision has been made to enter into a partnership agreement with Pobl group to secure a 42 unit block of flats on Newport Road. The units were previously used as student accommodation. This scheme will meet the pressing need for additional self-contained accommodation. The site is available for the longer term and once the immediate needs of the crisis have been met will provide supported accommodation for those with medium support needs. Funding for some changes to the building will be sought from the Welsh Government, while revenue costs for the operation of the building can be met through Housing Benefit and existing grant funding.
30. The 16 self-contained units in Countisbury house in Llanrumney have been secured for a 12-month period initially, also from Pobl Group. Should the scheme prove successful the intention will be to secure the facility for the longer term for continued use as a move-on / halfway house provision for those with medium to low level support needs. Funding for this scheme is currently being met by a combination of Housing Benefit and Welsh Government Covid 19 grant

Specialist Supported Accommodation

31. Following the research and site visits undertaken prior to the pandemic it has been possible to identify the key features of good quality specialist supported accommodation. The main factors are that the units must be self-contained, that there is support on site 24/7, that health and other essential services are available to the clients in the facility rather than relying on individuals attending for outpatient appointments elsewhere. Counselling and therapeutic services are available in the facility along with education and work experience opportunities.
32. The current level of need for this type of specialist accommodation in Cardiff is estimated to be 200 units.
33. Following consideration of options and taking advice from a wide range of partners, including Health services and the Police the preferred solution to deliver this high quality facility is to refocus and existing facility in Adamsdown.
34. This facility is owned by United Welsh Housing Association and it currently provides temporary accommodation for a mix of 74 families and individuals. There is also an opportunity to repurpose neighbouring flats for more settled long-term accommodation. The integrated facility would comprise approximately 103 self-contained units with intensive support on site 24/7 on the main site and an additional 49 flats for longer term more settled accommodation. There would be space for health and therapeutic services. Into-work, educational and diversionary activity could also be

provided on site and the building would have 24-hour security, support staff and CCTV.

35. The core services on site will be delivered directly by the Council with significant input from health and other partners. It has been agreed that the arrangement currently in place between United Welsh Housing Association and the Council will be strengthened into a more formal arrangement, to reflect the longer-term nature of this project. Considerable capital investment will be needed for this scheme, including the provision of health suites and significant communal spaces. Funding is being sought from the Welsh Government for these building changes, from the £20 million being made available to address the Covid 19 recovery. This work will be carried out on a phased basis with some occupation of the building possible by the autumn.
36. The revenue costs of the scheme are significant and are set out in Appendix 2. Funding for this will be sought from the Welsh Government.

Existing Accommodation

37. The experience of the pandemic has shown that with lower numbers of clients in existing hostels considerable improvement to outcomes for individuals can be achieved. Our partners have delivered outstanding work during the crisis as they have adapted their provision to meet the new challenges. This has included a move towards increased provision of services for residents in the hotels and hostels, rather than drawing clients into other facilities where the congregation of a large number of clients can lead to antisocial behaviour.
38. The intention is to build on this success by making a permanent change to the delivery of services. This will impact particularly on the operation of the services at Huggard Buildings on Dumballs Road. Currently there are two hostels on this site and a day centre. One of the hostels is operated by the Council and one by the Huggard, a third sector organisation. The Huggard also runs the day centre.
39. During the crisis, the day centre service has been changed to focus only on identified clients and has moved away from a drop in approach. This has reduced the number of individuals that are drawn into the area.
40. The important services delivered by the Huggard such as the substance misuse harm reduction services and the welfare advocacy service have been delivered on a mobile basis in the hotels and hostels. It is proposed to continue and build on this success going forward. The management of the whole site will be reviewed to ensure that services can operate in an effective and controlled way.
41. The services will focus on clients that have been identified through the Assessment process as in need of intervention. Wherever possible services will be provided directly into projects where the clients are living, rather than in the Huggard buildings. Work is ongoing with the Huggard and with Health colleagues to fully design this new model of service.

42. It was noted in a previous cabinet report that some existing second stage projects which offer accommodation in shared community housing without full time support on site have proved less successful in meeting the increasingly high level of client needs. This results in high rates of eviction and abandonment. Move on from these projects is also very slow, even where intended for lower needs clients. Research from across Europe and the USA has shown that different levels of supported accommodation prove less successful than a rapid rehousing approach with intensive support. It is intended therefore to move away from the staircase model whereby service users move through several projects in their journey towards independence, towards a rapid rehousing approach with appropriate support based on individual need. This support will be more flexible than the current accommodation based support, allowing it to be tailored to individual needs.
43. Cardiff has a considerable amount of this second stage provision with 220 units of accommodation. It is proposed to phase this provision out over a 3 year period commencing in April 2021. This will release a significant level of resource that can be used to fund the new model of service, however this will not be immediately available and discussion with the Welsh Government on longer term transitional funding is ongoing.
44. There is also a need to review the abstinence /substance misuse pathway projects in conjunction with partners in Health. This review will be undertaken over the coming year. Again where possible the model will be to move away from long periods in supported housing. The specific needs of women will also be reviewed, all new projects will where appropriate offer separate accommodation for women and the requirement for specialist services for women with support needs will be considered as part of the review.

Funding Arrangements

45. As stated above the revenue cost of providing services to the complex needs client group is very high and while some existing schemes can be phased out this will take 3 years to achieve.
46. Appendix 3 sets out the estimated costs of the schemes and the funding that can eventually be released. The Welsh Government has made available funding for this year and an application has been submitted to cover these costs. While there is no commitment to make further transition funding available in future years it is anticipated that this will be the case.
47. Failure to take immediate action would mean that there would be no alternative accommodation to replace the hotels when they close. It is therefore necessary to commit to the development of the schemes set out above before confirmation of future years funding.
48. The majority of the costs of the schemes relate to the additional staffing and security required to provide services to this client group. Should

additional funding not be forthcoming the schemes could be used to house lower needs clients at considerably reduced cost. These lower costs are also set out in appendix 3 and represent the actual level of contractual commitment that is being entered into at this stage.

49. Representations will be made to the Welsh Government to make clear that continued funding will be required if services are to remain in place for the clients with highest needs and if the progress made to date in addressing homelessness is to be maintained.

Impact of Covid 19- Temporary Accommodation for Families

50. The impact of the Covid 19 pandemic on family homelessness has been different to that experienced in relation to single individuals.
51. The temporary ban on evictions in both the public and private rented sector, along with mortgage holidays for owner occupiers in difficulties has seen fewer families presenting as homeless. The Council and most Housing Associations continued work on vacant properties during the crisis and as a result move on from temporary accommodation for homeless families has remained effective. This was particularly important as 20 family units of temporary accommodation in shipping container units located in Ely and Butetown were repurposed for self-isolation and access to them has proved essential during the crisis.
52. Currently Cardiff has 555 units of family temporary accommodation. These are made up as follows:
 - 161 hostel and supported accommodation
 - 394 Leased accommodation
53. 72 of the supported housing units are in the facility in Adamsdown mentioned above, the location in the city centre is not ideal for family homelessness and it is proposed that this building is used for single person accommodation in future. Other hostel accommodation while providing the opportunity to deliver intensive support for families, offers smaller accommodation units, which are not ideal for long stays or for larger families.
54. While the leasing schemes have proved very successful in the past in preventing the use of bed and breakfast for homeless people, they do lead to long stays in temporary accommodation, which can be disruptive to family life and the education of children.
55. The council will adopt the Welsh Governments leasing scheme which has set out terms and provisions for Local authorities to follow adopting model lease documents issued by Welsh Government.
56. There are two temporary accommodation leasing schemes in Cardiff, operated by a Housing Association and Temp To Perm. The Housing Association has recently approached the Council to advise that their scheme, the larger of the two, is no longer financially viable without

additional input from the Council. The financial contribution made by the Council to this scheme is already considerable.

57. Due to the above pressures a review of family homeless accommodation has also been carried out. The future vision for family homeless is similar to that for single person homelessness:

- **Prevent homelessness** – homes are rescued if possible, if not as many families as possible are rehoused at this stage. Where prevention is not possible to ensure that ***homelessness is rare, brief and not repeated.***
- **Assessment / Triage Approach** - Properly identify need, taking a multi-agency approach where necessary, and provide appropriate tailored solutions for each individual family.
- **Good Quality Emergency / Supported Accommodation** - short stay for most, some families will stay longer while they receive more support.
- **Focused support to achieve successful move on** - Move away from the staircase approach

58. As stated above a number of the hostel units are located at the Adamsdown facility and the move to use this to provide longer term supported accommodation for single people will mean that alternative family accommodation is needed. It is proposed to both facilitate this change and achieve the more appropriate alternative model of delivery for families by creating 3 centres for family homelessness. The locations for these centres will be:

- Briardene on North Road, a Cardiff Living Scheme due to deliver by the end of this financial year (39 units)
- Harrison Avenue in St Mellons (a United Welsh building) (19 units)
- The Gasworks – a new build site at the former gasworks site in Grangetown (50 units)

59. These centres will offer good quality family accommodation with staff on site during the day. The staff will promote rapid move on while also addressing any support needs the family may have. Other services will be provided on site including Early Help services such as Flying Start, health visiting and parenting provision. The aim would be to move families quickly from this accommodation directly into a settled home. Once fully operational this model would reduce the need for leased properties. Further work is needed to fully develop this new rapid rehousing model, which will include improved use of the private rented sector in both Cardiff and the surrounding area.

60. The Council has recently agreed to become a pilot for a Welsh Government Scheme to lease directly from the private rented sector. The scheme will provide a 5-year lease giving households more stability over the medium term. Cardiff will be able to take on 66 properties under the

scheme. The terms of the leases have been set and the Welsh Government will meet the costs of the scheme. It is proposed that the decision making processes for entering into leases for domestic properties are streamlined, with delegation being given to the Assistant Director Housing and Communities to enter into such leases following advice from Strategic Estates.

61. Discussions are on-going with the main leased accommodation provider, to identify a way forward for the current scheme. If a solution cannot be found it is proposed that the schemes transfer into the Council and operate alongside the longer term leasing scheme while options for the future of the scheme is considered. This will ensure that it continues to operate effectively while a new model of provision is put in place.
62. Funding to support the transition to the new family homelessness model is being sought from the Welsh Government.
63. The changes set out above offer the opportunity to considerably improve homeless accommodation options for both single people and families. There is a need to move quickly to put in place the changes to the facility in Adamsdown to address the pressing need to find alternative accommodation for those currently living in the hotels. The projects for the replacement of the family accommodation in Adamsdown therefore need to be brought on line as a matter of urgency. While current demand from families is low this is likely to change when the lockdown measures are over and the restriction on evictions are lifted, therefore the family accommodation to replace the Adamsdown property needs to be fast tracked to ensure that this gap is filled as soon as possible. In the meantime it is proposed that social housing lets continue to focus on homeless cases and emergency moves to create the capacity needed to facilitate this change.

Meanwhile use of sites for the provision of purpose built temporary accommodation

64. This report sets out the range of schemes being proposed to offer long-term and sustainable housing options for homeless families and single people. Furthermore, the extreme urgency to deliver longer-term solutions for Temporary Accommodation to replace the leased hotels has been explained.
65. Speed of delivery is therefore critical and by using Modern Methods of Construction (MMC), we will be able to provide completed homes in a much faster period making meanwhile use of vacant council sites already benefiting from services.
66. The Housing Minister has been clear that homeless people should not have to go back to the street following the pandemic and eradication of street homelessness is a key objective of Welsh Government. As such Welsh Government have repurposed what would have been Innovative Housing Funding Year 4 for the provision of immediate homeless housing solutions using MMC. These projects have been discussed directly with

Welsh Government who are supportive of this approach and have indicated that they will provide grant funding for our projects. A further grant submission is being made for Welsh Government Capital Grant covering Covid 19 related homelessness recovery plans the deadline for which is the end of June 2020. The plans must be deliverable by the year end 20/21.

67. Two sites have been identified as suitable to deliver new-build Temporary Accommodation as a meanwhile use.
68. Site 1 at Hayes Place will provide 19 new modular homes using the Beattie Passive 'Haus4studio' pods. These pods have been specifically designed to provide single person units providing warm, safe and comfortable overnight accommodation for single people. The site also benefits from an existing office building which can be used to provide critical support to homeless individuals as detailed previously. The decision to direct award to Beattie Passive has been approved under a separate Officer Decision Report.
69. Site 2 at the Gasworks site, Grangetown will provide 50 flats as temporary accommodation for homeless families made up of 12 x 1 bed flats, 12 x 2 bed flats and 26 x 3 bed flats. The site has recently been acquired by the council for inclusion within the Housing Development programme and benefits from existing services.
70. In order to meet the required timescales for delivery and for the developments to be eligible for Welsh Government Homelessness phase 2 grant, a direct award is required as the scheme must be delivered by year end to be eligible. Furthermore, we must be in contract with the developer by year end for the IHP4 grant. As such we are seeking approval for this approach using the Cabinet Office Procurement Policy Note (Responding to COVID-19) PPN 01/20 – direct award due to extreme urgency (regulation 32(2)(c) under the Public Contract Regulations 2015.
71. It is believed that this route is suitable as;
 - We are reacting to a current situation that is a genuine emergency - not planning for one. The Covid 19 pandemic was obviously unforeseen and has resulted in the Council taking some immediate and swift measures to provide the support needed for both street homelessness/single person homelessness and the potential increase in family homelessness. We now have over 140 homeless people being housed in short-term hotel provision. In order to ensure that long-term and sustainable solutions are in place to prevent homeless people returning to the streets the various solutions outlined in this report are being proposed. The continuation of the leases is not an option that can be taken forward as owners of the hotels are expecting the market to improve and are anticipating operating the buildings as hotels again in the near future. It is imperative that the Council is able to have a longer term solution. If we are unable to deliver the modular schemes the risk is that many homeless people will return to the streets.

- Insofar as is strictly necessary where, for reasons of extreme urgency brought about by events unforeseeable by the contracting authority, the time limits for the open or restricted procedures or competitive procedures with negotiation cannot be complied with. As set out in this report we are working within very strict timeframes. Firstly to ensure that long-term sustainable homeless provision is in place at the time that the short-term hotel provision is scaled back/removed and to ensure the remodelling of the Adamsdown property can take place, thus preventing people from returning to street homelessness as set out clearly by the Housing Minister. Secondly to ensure that we can meet the requirements of Welsh Government Capital grants that are available. There is no time to run an accelerated procurement under the open or restricted procedures or competitive procedures with negotiation in order to achieve a project completion by year end.
 - There is no suitable framework or dynamic purchasing system available to us that will enable us to meet the timeframes we are working to. In order to comply with the grant requirements and deliver the schemes before year end we must be able to place orders to begin the manufacture of the modular units in July. The lead-in time to prepare for manufacture is such that not being able to place the orders in July will prevent us meeting the timescales. Furthermore, both parties must be able to enter into a suitable building contract for the projects. Contract negotiations are on-going to ensure documents can be agreed by July 2020. In this case we are using the JCT 2016 D&B form of contract. Again, this means we are unable to run a mini-competition to a framework as even with a reduced tender period we still need time to negotiate the form of contract required.
 - The Beattie passive system is already fully certified, compliant with all Welsh Regulations and they are able to deliver the modular units for both schemes within our required timescales. Furthermore, the Beattie Passive system offers a unique standard in the form of being fully PassivHaus compliant, ensuring that the costs of heating the homes are extremely low for tenants and sustainable and the system is fully demountable and can be moved elsewhere in the future if required. The costs of both projects can be benchmarked against the MMC projects we have already delivered to show value for money. The costs and benchmarking of costs against schemes already delivered are provided in Appendix 1.
72. Furthermore, in response to the exceptional challenges presented by from COVID-19, the Town and Country Planning (General Permitted Development) (Amendment) (Wales) Order 2020 (“the Amendment Order”) came into force on 30 March 2020.
73. The Amending Order inserts a new Part 12A (Emergency Development by Local Authorities) into Schedule 2 to the GPDO, permitting local authorities to undertake any form of development, as defined by section 55 of the Town and Country Planning Act 1990, on land owned, leased, occupied or maintained by the local authority for the purposes of:

- a) preventing an emergency;
 - b) reducing, controlling or mitigating the effects of an emergency; or
 - c) taking other action in connection with an emergency.
74. Part 12, A.2 confirms that development in relation to homelessness is one of the types of development permitted by the new amendment. Part 12, A.1 effectively limits the use of development that is permitted under the amendment for a period of 12 months, after which the land must be restored to its former condition.
75. In summary, there is no need to apply for planning permission for development for temporary housing for people made homeless in connection with the Covid 19 emergency, because it is permitted under the amendment. However, if the temporary housing is to remain in situ for longer than 12 months, a planning application should be submitted to allow its use beyond the 12 months.
76. Both schemes must be delivered before the 31st March 2021 and in order to achieve this orders must be placed for the construction of the accommodation units before the end of July 2020. If this can be achieved it should be possible that scheme 1 can be completed by December 2020 and scheme 2 no later than March 2021. As eluded to above this leaves no time to use normal procurement procedures.
77. Therefore approval is sought to procure 50 units by direct award to Beattie Passive for the Gasworks site. The combined value of both Beattie Passive schemes and benchmarking are provided in Appendix 1.
78. Should Welsh Government Capital grant funding not be approved for Hayes Place and Gasworks site future development schemes in the Housing Development programme will be slipped or removed to fund these projects

Local Member consultation

79. Local ward member consultation has taken place for all sites covered in this report. The ward members for Adamsdown noted the change to the focus of the building current used for family accommodation, and have asked to be involved in the designs to ensure that impact on the community can be minimised. It should be noted that the Adamsdown members did express concern about the Newport Road repurposed student accommodation due to its location and to the issues in the immediate area.
80. Due to the pressing need for additional accommodation and the lack of other available options, it has been necessary to proceed with this site however work is ongoing to mitigate the concerns raised by members, including 24 hour security presence, extended CCTV and close working with other supported housing schemes nearby. Officers will work closely with the police and other key partners to identify and mitigate any potential issues ahead of the opening of the new facilities. A multi-agency

review will also be carried out to identify the wider issues in the area and any action that that can be taken to address these.

81. The ward members for Riverside were consulted about the use of Hayes Place as a homeless assessment centre. They raised concerns about the overall level of homeless provision in Riverside and the impact this was having on the community. Assurances were given that the provision for single homeless people in the OYO hotel in Riverside would cease as soon as alternative provision is put in place, this is expected to take place early in September 2020, well before the planned date for the opening of the homelessness assessment centre. There are no plans for the future use of the OYO site for further services.
82. Assurances were given that the services proposed for the former Transport Club will no longer go ahead, in addition the review of the second stage community houses will have a positive impact on Riverside and should overtime achieve a net reduction in supported housing services in the area. Again officers will work closely with the police and other key partners to identify and mitigate any potential issues ahead of the opening of the Hayes Place facility. Riverside ward members also expressed concern about the location of the needle exchange facility in the area, discussions have commenced with Public Health colleagues regarding a new approach to needle exchange and the possible relocation of this facility, initial talks regarding these changes have been positive and a group is being established to take this work forward. Ward members will be kept informed of the progress of this group.
83. Local Ward members have been consulted with regarding the proposal for the meanwhile use at the Gasworks site and are supportive of the scheme.

Scrutiny Consideration

84. The Council's COVID19 Scrutiny Panel is due to consider this report on 14 July 2020. Any comments received will be reported to the Cabinet meeting.

Reason for Recommendations

85. To set out a range of measures being take to address homelessness in Cardiff.

Financial Implications

86. The report proposes a number of interventions that have financial implications. It is important to note collectively these interventions rely on WG grant as well as Council funding which at the time of writing have no notified approval from WG in terms of certainty, terms and conditions nor longevity. Accordingly the report identifies that where continued WG funding is not confirmed, proposed schemes may have to be repurposed to lower needs schemes with significantly reduced operational costs.

87. In addition, officers are currently reviewing existing grant funded homelessness schemes with a view to phasing them out over a 3 year period commencing in April 2020/21 and to release resources to part fund the proposed new model of service.
88. This will inevitably be a complex process of transitioning between schemes which will require close monitoring of all revenue commitments in order to ensure that expenditure is within available resources and does not impact adversely on the Council revenue budget.
89. The report proposes entering into a number of management agreements, leases, or operating arrangements for various additional properties. When considering such proposals, as well as the ongoing operating costs of the buildings and services to be provided, it is important to consider the VAT implications, initial capital expenditure implications as well as any dilapidation obligations at the end of the period of use.
90. Provision for future liabilities will need to be made as appropriate and fully captured within the budget setting process for these services over the period of any agreements. Any potential impact on the Council revenue budget needs to be identified and immediately addressed in order to ensure that this is limited and contained.

Revenue Implications

91. Appendix 3 sets out the estimated revenue costs and funding streams for the proposed homelessness strategy as detailed within the report.
92. This identifies costs of circa £6.4 million per annum from 2021/22 which will be partly met by Housing Benefit receipts and one off grant funding estimated at £683,000. This leaves a potential funding gap of circa £2.7 million per annum for which Welsh Government funding is currently being sought.
93. At this stage, Welsh Government have not confirmed that this funding gap can be met and there is no certainty of continued funding or the period for which any funding will be made available.
94. Accordingly, there is a significant element of uncertainty in terms of risk mitigation, financial exposure and ongoing sources of funding for the proposed homelessness strategy. The report identifies that schemes may need to be modified to lower needs schemes to match available funding and other schemes phased out in order to release funding for this new model of service. It is essential that these service developments and changes are monitored closely to fully understand the financial impact and funding sources as the strategy develops.

Capital Implications

95. Appendix 4 sets out the Capital costs of the strategy proposed. Some of the cost is to be incurred by external partners, whereas costs in respect of Briardene have already been considered by Cabinet in June 2020 as part

of a report on the acquisition of additional properties from the Cardiff Living Scheme.

96. The proposals rely on the Council receiving £11.454 million of grant from WG grant funding sources, with partners receiving £2.390 million. Whilst bids have been submitted, no confirmation exists whether formal or informal as to approval or otherwise of any requests for funding. In the event that the level of grant funding assumed is not available, funding identified in the budget for new build schemes will be reduced or relevant sites be deferred to future years.
97. In the event that additional costs have to be incurred in moving the modular units from the gas works site, consideration will need to be given to any additional costs arising and the risk of abortive costs. Any such costs, if required to be incurred will need to be managed within the approved budget for new build schemes in the Capital programme or within the Housing Revenue Account budget as appropriate.

Legal Implications

98. The Council has general power under s.120 of the Local Government Act 1972 to acquire land, including leases for any of its functions; or for a purpose which benefits, improves or develops the area of the Council. The Council's Disposal and Acquisition of Land Procedure Rules requires the decision maker to have regard to advice from the Council's valuer.
99. A local housing authority has duties to the homeless under Part 2 of the Housing (Wales) Act 2014. A local housing authority must carry out a homelessness review for its area, and formulate and adopt a homelessness strategy based on the results of that review.
100. They must carry out an assessment of a person's case, if the person has applied to a local housing authority for accommodation or help in retaining or obtaining accommodation, and it appears to the authority that the person may be homeless or threatened with homelessness.

Equality Duty.

101. The Council has to satisfy its public sector duties under the Equalities Act 2010 (including specific Welsh public sector duties) – the Public Sector Equality Duties (PSED). These duties require the Council to have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of 'protected characteristics'. The 'Protected characteristics' are: • Age • Gender reassignment • Sex • Race – including ethnic or national origin, colour or nationality • Disability • Pregnancy and maternity • Marriage and civil partnership • Sexual orientation • Religion or belief – including lack of belief.

Well Being of Future Generations (Wales) Act 2015

102. The Well-Being of Future Generations (Wales) Act 2015 ('the Act') places a 'well-being duty' on public bodies aimed at achieving 7 national well-being goals for Wales - a Wales that is prosperous, resilient, healthier, more equal, has cohesive communities, a vibrant culture and thriving Welsh language, and is globally responsible. In discharging its duties under the Act, the Council has set and published well being objectives designed to maximise its contribution to achieving the national well being goals. The well being objectives are set out in Cardiff Council's Corporate Plan. When exercising its functions, the Council is required to take all reasonable steps to meet its well being objectives. This means that the decision makers should consider how the proposed decision will contribute towards meeting the well being objectives and must be satisfied that all reasonable steps have been taken to meet those objectives.
103. The well being duty also requires the Council to act in accordance with a 'sustainable development principle'. This principle requires the Council to act in a way which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs. Put simply, this means that Council decision makers must take account of the impact of their decisions on people living their lives in Wales in the future. In doing so, the Council must:
- Look to the long term
 - Focus on prevention by understanding the root causes of problems
 - Deliver an integrated approach to achieving the 7 national well-being goals
 - Work in collaboration with others to find shared sustainable solutions
 - Involve people from all sections of the community in the decisions which affect them
104. The decision maker must be satisfied that the proposed decision accords with the principles above; and due regard must be given to the Statutory Guidance issued by the Welsh Ministers, which is accessible using the link below: <http://gov.wales/topics/people-and-communities/people/future-generations-act/statutory-guidance/?lang=en>

General

105. The decision maker should be satisfied that the approach is in accordance within the financial and budgetary policy and represents value for money for the council.
106. The decision maker should also have regard to, when making its decision, to the Council's wider obligations under the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards.
107. It is understood that grant funding has been applied for. The council will need to comply with any grant conditions associated with such funding.

108. Exempt legal implications are provided in Appendix 2

HR Implications

109. An overview of the staffing requirements for these schemes has been set out in the body of the report. Any new posts or additional staff that are required will be created and recruited in line with corporately agreed council policies and procedures. There will be full Trade union consultation on any staffing matters.

RECOMMENDATIONS

Cabinet is recommend to:

1. note the steps already taken to secure additional permanent homeless accommodation to replace temporary provision and ensure that no service user will experience a reduction in service availability as lockdown measures are relaxed.
2. agree the way forward for homeless services as set out in the report including the need to make representations to Welsh Government for ongoing funding to ensure the “No Going Back” strategy for single homeless people is sustainable.
3. note that in the event grant funding is not at the levels assumed within the report, options for schemes will need to be reviewed and revised to achieve lower operational costs and within available budgets, this will impact significantly on the overall effectiveness of the approach.
4. approve a direct award contract to Beattie Passive to deliver 50 temporary accommodation units at the Gasworks site for the reasons outlined in this report.
5. delegate responsibility for the leasing of private domestic properties under the Welsh Government Leasing Scheme to the Assistant Director for Housing and Communities following appropriate advice from Strategic Estates.

SENIOR RESPONSIBLE OFFICER	Sarah McGill Corporate Director People & Communities
	10 July 2020

The following appendices are attached:

- Appendix 1 – Costs associated to Gasworks & Hayes Place (confidential)
- Appendix 2 – Exempt legal implications (confidential)
- Appendix 3 – Revenue Costs
- Appendix 4 – Capital Costs (confidential)
- Appendix 5 - Equalities Impact Assessment

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**Appendix 3
Cost of Ongoing Homelessness Schemes**

	Project(s)	Revenue Cost 2020/21	Income from Housing Benefit	Delivery Start Dates 2020/21	Funding secured via existing WG Grants	Funding Requested from WG Covid Homelessness Funding 2020/21	Revenue Annual Cost 2021/22	Income from Housing Benefit	Funding secured via existing WG Grants 2021/22	Ongoing Funding Required for 2021/22	Ongoing Funding for Contractual Commitments
		£'000	£'000		£'000	£'000	£'000	£'000	£'000	£'000	
1	Countisbury House	490	(200)	July – March 21	0	(290)	660	(266)	0	394	0
2	Additional Multi-Disciplinary Team	160	0	July – March 21	0	(160)	213	0	0	(213)	0
3	Hayes Place Assessment Centre	483	0	April– March 21	(483)	0	483	0	(483)	0	0
4	Hayes Place Accommodation	130	(83)	Jan– March	0	(47)	507	(333)	0	(174)	HRA – (174)
5	Adamsdown Facility	1,507	(999)	Aug – March 21	0	(508)	2,278	(1,714)	0	(564)	(240)
6	Newport Rd	724	(524)	July – March 21	(200)	0	899	(699)	(200)	0	0
7	Rapid Rehousing Integrated Housing Support Team & Sail	781	0	Aug – March 21	0	(781)	1,339	0	0	(1,339)	0
Total		4,275	(1,806)		(683)	(1,786)	6,379	(3,012)	(683)	(2,684)	(414)

Phased Decommissioning Plans of Community Houses (Funding available through decommissioning services - £1.8m over 3 years)		
Year 1 21/22	Year 2 22/23	Year 3 23/24
450k	600k	750k

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**Cabinet Response to the Community and Adult Services Scrutiny Committee
Report entitled Temporary and Supported Accommodation – The Single
Persons Gateway**

R1. Due to the high level of engagement of individuals with mental health and/or substance misuse with low-threshold day centre services; more work is required in order to develop additional open access provision of harm-reduction advice and therapeutic intervention work.

(KF2,4,10,12)

RESPONSE: This recommendation is agreed

Many rough sleepers are presenting with complex needs, including substance misuse (including poly drug use) and mental health issues. It is agreed that it is essential to develop additional services to meet the needs of this group including assertive and open access services for this client group.

In 2018/19 a bid was made to the Welsh Government to set up a Multi-disciplinary Outreach team to address the underlying causes of homelessness. This MDT includes:

- Mental Health Worker
- Advocate
- Additional Primary Care Nurse
- Substance Misuse Outreach Worker
- Rapid Prescribing Service
- Therapeutic Outreach Workers and access to ring-fenced psychological services
- Counselling
- Peer Mentor Co-ordinator
- Diversionary activities

The team provides wrap around support to the most entrenched rough sleepers or those who have been evicted repeatedly from supported accommodation. Support is provided wherever needed, including on the street and in the Huggard day centre.

To the end of September, the Multi-disciplinary Team has received 298 referrals, with 270 cases opened to specialist workers. Of the 58 cases that have been closed, 33 clients (57%) have successfully secured accommodation or maintained their existing accommodation.

Funding for this MDT was initially for one year only, further funding bids were made for 2019/20 and were successful and more recently WG funding has been secured for 2020/21.

Action - Moving forward a more fundamental review is needed of how harm reduction advice and therapeutic services are provided in Cardiff (see below for details of the proposed strategic review)

R2. Review hostels across Cardiff to assess whether there is enough provision for couples, women and vulnerable individuals and ensure all provision is assigned in line with an individuals need and vulnerability.
(KF1,2)

RESPONSE: This recommendation is Agreed

A strategic review of services for single homeless and vulnerable people has commenced. Work so far includes:

- Research commissioned by the council and carried out by Homeless Link
- Site visits to Helsinki and Glasgow
- A Needs Assessment – showing current client support needs as compared to current provision and how this is likely to change in the future.

The findings from this activity are to be taken forward as a strategic project chaired by Cllr Thorne and involving partners from Housing, Social Care, Health, Police, Probation and third sector providers. The aim of this project is to set out a way forward for future homelessness services in Cardiff.

The effective assessment of individual needs will be a key element of the review. It is clear that current services are not meeting the needs of our more complex and vulnerable clients.

It should be noted that some improvements have already been made to services for couples. While there are some separate services for women, the need for urgent improvement in this area has been recognised and work on this has commenced.

Action – take forward a review of hostels and other services for vulnerable people as part of the strategic review.

R3. Actively promote investment in, and seek funding for, alternative accommodation provisions.
(KF5)

RESPONSE: This recommendation is Agreed

Officers are constantly seeking additional funding to invest in services and accommodation in Cardiff. During 2018/19 an additional supported housing complex of 40 units was established specifically targeted at clients with complex needs.

Welsh Government funding has been achieved for 3 Housing First schemes in Cardiff:

- Salvation Army Scheme - 12 clients have sustained tenancies so far (2 failed)
- Council private sector scheme – 8 clients sustained tenancies
- New Council prisoner scheme – 1 client has moved in recently

Housing First takes those sleeping rough directly into permanent, self-contained accommodation with intensive support.

The Needs Assessment currently being carried out (see response to R2 above) has revealed that there is insufficient accommodation and support for the most complex cohort of rough sleepers. Once the quantum of this additional need becomes clearer bids will be made to the Welsh Government to fill this gap. This need will also inform future building of specialist support units.

Action: to continue to seek additional funding for alternative accommodation provision.

- R4. Engage with Registered Social Landlords and Landlords in the Private Rented Sector to find ways of encouraging them to house single homeless people whilst encouraging the importance that people with substance use problems and/or mental health problems need to be supported.
(KF2,4,6)

RESPONSE: This recommendation is Agreed

Both RSLs and private landlords do already house single homeless people as do the Council.

Both RSLs and private landlords are providing properties for the Housing First schemes.

In 2017/18, 27% of social housing one bedroom properties that were let went to single homeless people. Unfortunately this was only 188 properties showing the low number of overall social housing lets.

Changes to the social housing Allocation Policy made recently will give all those dwelling within the Single Persons Gateway accommodation priority for social housing with higher priority being given to those who are most vulnerable.

It is accepted that more needs to be done to demonstrate that all social housing partners are housing single homeless people and therefore reporting will be improved to ensure that this can be monitored effectively and consideration will be given to setting specific targets for housing this group.

Unfortunately access to the private rented sector is becoming more difficult. There is evidence that private landlords are leaving the market, a range of factors such as welfare reform, removal of tax incentives and more regulation are making the private rented market unattractive.

Rents in Cardiff are well above the level that can be claimed through housing benefit. Local Housing Allowance rates, the maximum that can be claimed in benefit in the private rented sector, have been frozen for 3 years. Previously LHA rates were based

on the bottom third of rents so they were below average rents before the freeze. Benefit claimants in Cardiff are paying £24.08 a week or £1,252.41 a year on average towards their rent. Representations are being made to UK Government to raise the LHA rates from next year.

While some success has been achieved in using the private rented sector for single homeless people, this is quite limited due to the factors above. Funds have been made available to key partners to allow them to offer bonds and rent in advance. Where private accommodation is used for Housing First the Council acts as guarantor.

It is agreed that a more consistent approach to support on move on from hostel is required and a clear pathway is being developed. Floating support is available to help clients to achieve a successful move and officers will work with supported housing providers to ensure that this is arranged in all cases.

Action:

- Improve the reporting of social housing lets to single homeless people
- Ensure there is a clear pathway for move on from supported housing and that floating support is made available to those with ongoing support needs.

R5. Provide funding, or seek funding, for more support for individuals with complex needs when they are 'moved on' from hostels.
(KF2,4)
Agreed

Floating support is available to assist with moved on however it is agreed that there is a need for more assertive support for clients with more complex needs as they move on. Defining this need will form part of the Review mentioned above and services will be remodelled or additional funding bids made as appropriate.

Action: Review the support available for those with complex needs when they move on from hostels as part of the Strategic Review of services.

R6. Provide additional, positive and innovative advertising regarding provisions for the homeless with the intention of changing the mind-set around rough sleepers and the perception of rough sleepers.
(KF7,9)

RESPONSE: This recommendation is Agreed

Much work has been done over the past year to improve the understanding of the public about rough sleeping and the services available.

In February a social media campaign was commenced focussing on positive real life stories – rough sleepers who have come into services and are turning their lives around as an encouragement to others still sleeping out and also to dispel the myth that there isn't enough help available in the city.

Videos, infographics and gifs about services were created and general awareness raising about what to do if a person has concerns about someone sleeping rough, are if they are at risk of homelessness themselves. The activity reached 3.6m people, was generally well received and attracted a lot of attention with almost 180 comments/messages, most of which were responded to.

Also over the winter advertising was developed for displays on the big screens in town, encouraging people to access services, not only so people who are rough sleeping are aware of provision but also to raise public awareness of services.

Postcards printed for the Outreach Team to deliver to clients on the streets as well to encourage them to come to diversionary activities.

During the Homeless World Cup this summer, some of the client videos were re-run, together with some new content promoting diversionary activities including a volunteer at the coffee mornings being operated in the city centre. That campaign reached 3.4m people and the overall feedback was generally positive.

There have been a number of very positive stories about Fighting Homelessness recently, both on Wales Online, in the Echo, on ITV Wales and Capital FM, as well as across our own Council channels.

Although much good work has been done this is an ongoing issue and further ways will be sought to get key messages across.

Action: continue to explore innovative ways to change mind sets around rough sleeping.

- R7. Work with the Welsh Government to explore ways of changing the laws so that organisations can work more effectively with individuals with substance use problems. With a particular focus on changing provisions so that this group will better engage with services.
(KF8,11)

RESPONSE: This recommendation is Agreed in principle

There is evidence to show the potential benefits that changing the approach to substance misuse could have, including safe injecting spaces.

Safe injecting spaces are currently illegal in this country and despite representations made by Glasgow council and other organisations there are no proposals to change the law in this regard.

Current legislation can also prevent support workers from engaging fully with their clients. Change in this regard lies with the UK government as is it not a devolved issue.

Officers are currently working with partners to develop a joined up approach on this issue.

Action: Once review is complete consideration will be given to lobbying the UK Government about changes to the law to allow services to work more effectively with those with addictions to illegal substances.

- R.8 Seek long-term funding for those organisations that are only receiving short-term funding so that the services, that are vital in addressing rough sleeping, are sustainable.
(KF14)

RESPONSE: This recommendation is Agreed in principle

Unfortunately much of the funding for homelessness services is grant funding received via the Welsh Government. The case for longer term certainty for this funding was made forcibly recently during the consultation on the new Housing Support Grant. This grant brought together a number of housing grants such as supporting people grant and the homeless prevention grant into one funding stream.

When recommissioning services, Cardiff does award contracts for longer periods, in the case of the Young Persons Accommodation and Support contracts awarded recently, for up to 7 years. However due to the uncertainty around funding break clauses are included in the contract to allow for changes to funding.

Unfortunately the Welsh Government has indicated that they will not be confirming the grant for a longer period. Officers will continue to raise this issue at every opportunity, however further representations at this time would not be appropriate.

Action: continue to press for longer term allocation of funding to the Housing Support Grant.

- R.9 Ensure that collaboration with the Health Board is continued and improved with a particular focus on early interventions to try and prevent mental health or substance misuse problems.
(KF15)

RESPONSE: This recommendation is Agreed

It is agreed that collaboration with Health is essential to address issues of mental health and substance misuse. The recent site visits mentioned above included the Director of Public Health for the University Health Board who has also agreed to be part of the board overseeing the strategic review mentioned above. Other health colleagues will also take part in the task and finish work- streams that are to be set up as part of the review.

Action: continue to develop improved links with Health Board to address issues of mental health and substance misuse.

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Appendix 6

Policy/Strategy/Project/Procedure/Service/Function Title: HOMELESSNESS – THE RESPONSE TO THE COVID 19 CRISIS AND DELIVERING THE FUTURE SERVICE MODEL
New/Existing/Updating/Amending: New

Who is responsible for developing and implementing the Policy/Strategy/Project/Procedure/Service/Function?	
Name: Louise Bassett	Job Title: Partnership Delivery
Service Team: Partnership Delivery	Service Area: Housing and Communities
Assessment Date: 30/6/17	

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

<p>HOMELESSNESS – THE RESPONSE TO THE COVID 19 CRISIS AND DELIVERING THE FUTURE SERVICE MODEL</p> <p>Cardiff is proposing significant change in the way it delivers single people and family homeless services this year.</p> <p>Objectives:</p> <ul style="list-style-type: none"> • To provide accommodation and support for homeless people as a response to Covid 19 Pandemic and in the future. • To provide information on steps already taken to secure additional permanent homeless accommodation to replace temporary provision and ensure that no service user will experience a reduction in service availability as lockdown measures are relaxed. • To improve the provision of accommodation and support available for single homeless people and families.

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

<p>Background</p> <p>In recent years, like all major British cities, Cardiff has experienced a dramatic rise in the number of people homeless or rough sleeping. Working with our partner's we have made very significant progress in reducing the number of individuals sleeping rough and in March 2020 we had achieved the lowest level for six years.</p> <p>Following extensive research into good practice across the world proposals were developed</p>

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to improve partnership services to maximise prevention, ensure effective assessment of need and deliver the right accommodation pathways to meet the wide range of needs presented by our single homeless clients. This approach was endorsed in our Corporate Plan 2020/23. A multi-agency steering group was established to deliver this new vision chaired by the Cabinet Member for Housing and Communities.

At the beginning of March 2020 there were 30 rough sleepers in Cardiff, down from 84 rough sleepers the previous year. The key presenting need for those rough sleeping was substance misuse although the complex nature of the issues faced by these individuals meant that most also had other challenging health needs.

In addition, there were 140 individuals in emergency accommodation, 98 of whom were sharing spaces. More than 600 individuals were being housed in hostel and other supported accommodation.

Cardiff had already carried out a strategic review of services and was preparing for change of services for single homeless and vulnerable people. This was in response to the increase in complexity of vulnerable clients and the subsequent difficulties that our accommodation and support providers are experiencing when supporting these vulnerable groups. The consensus had already been reached that a new approach was needed to deliver real change.

Response to Covid 19 Pandemic

It was crucial that significant levels of additional self-contained accommodation was sourced quickly in order to ensure that no-one remained on the street and specifically that individuals could self-isolate should they be symptomatic of the virus. The numbers residing in existing emergency accommodation had to be very significantly reduced to ensure that the virus did not spread within this vulnerable group.

Accommodation

In the first 3 weeks of the crisis 140 clients were rehoused into accommodation where they could shield / self-isolate. In total 182 units of supported accommodation have been established made up of:

- 20 Isolation units (Shipping container developments repurposed to meet this need from family temporary accommodation)
- 2 Hotels 130 units in total (OYO and YHA)
- Move on accommodation (16 units (Countisbury House, Llanrumney)
- Re-purposed building (16 units) (Parade in Plasnewydd)

Support

24 hour support and security staff were allocated to all sites and 3 meals a day and snacks have been provided to ensure that clients can remain at the property at all times.

As clients remained in the accommodation brought on line in Phase 1 it quickly became clear that there was an unprecedented opportunity for services to work with clients who wanted to take a step away from substance misuse. Work was undertaken with colleagues from the APB, Health, Kaleidoscope and G4S to provide services directly into the hotels, hostels and supported housing aimed at harm reduction and rapid prescribing.

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A funding commitment for 20/21 to increase and maintain access to the drug substitute

Delivering the Vision

Buvidal was made available with the support of Welsh Government. The results have been exceptionally positive with 75 clients receiving support via the Rapid Access to Prescribing Pathway. There are ongoing discussions with the APB and Health Partners on how this change in service delivery and improved engagement can be maintained for this cohort.

There has also been a significant demand for therapeutic interventions and counselling. More workers in this role are required to allow for the long-term, gradual engagement necessary to support those experiencing social exclusion and complex trauma to engage with services and move on in their recovery.

Phase 2 - Response

Extension of arrangements with the OYO and YHA Hotels

As part of the Phase 2 response and to ensure that accommodation remains available for single homeless people in the short term immediate action has been taken to extend the arrangements with the 2 hotels.

The arrangements with the OYO and YHA hotels are both due to expire in June unless extended, there are 44 individuals housed in OYO and 91 in the YHA. Failure to extend the hotels will have removed housing from 135 vulnerable individuals, resulting in a return to street sleeping. Therefore, Cardiff has extended both hotels whilst alternative housing options are brought on line, these solutions are set out later in the proposal.

- OYO - Block Room Booking has been extended for the period 21 June 2020 to 21 September 2020
- YHA - Licence Agreement has been extended for the period 30 June 2020 to 15 December 2020

The extensions will allow for a period of transitions time whilst the new accommodation is set up and each clients need is assessed to ensure the accommodation they are allocated is appropriate for their need.

Additional Accommodation during Covid 19

Cargo House – Self Isolation Units

Shipping containers in Butetown and Ely have also been used as isolation units during the pandemic. Offering 20 units of self-contained high quality accommodation with staff and security on site 24/7. It is proposed that this accommodation continues for the rest of the year, especially as track and trace protocols are put in place and the need to self-isolate continues.

The Parade

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The Parade is a repurposed education building providing 16 units of temporary supported accommodation and is staffed 24/7. The scheme is a partnership between Cardiff Council and the Further Education Trust. Referral into the project is made via Outreach and MDT and clients using the accommodation are currently case managed by the team. The scheme is providing an interim emergency accommodation and assessment function whilst Hayes Place is developed. The plan is to close this provision by December 2020 as the Assessment Centre in Hayes Place is brought on line.

Countisbury House

Countisbury House was secured in May for 12 months in partnership with the Pobl Group. It provides 16 good quality self-contained units of accommodation. The site is currently used as a move on pathway for complex individuals that are ready to try a more independent living lifestyle. The accommodation is situated in a residential area away from the City Centre with significant space in the building to run training opportunities and a medical suite for health interventions. Negotiations are on-going with Pobl, with the intention to secure the facility for the longer term for continued use as a move-on provision for those with complex needs.

The initial feedback from residents and staff has been positive and there has been no community impact reported. Some capital expenditure is required on site to improve security such as CCTV, safety screens and door entry systems. There is also potential to add in more self-contained accommodation by remodelling a wing previously used for staff at a later stage of the year.

The Challenge Continues

Since March there has been an increased demand from single homeless (45 individuals a week being housed in some weeks, compared to an average of 25 previously) there is also the risk of early release of prisoners planned although numbers at this stage are unknown. Another concern is when lockdown measures end and the suspension of evictions is lifted a spike in demand is expected.

There are currently 29 people in provision who have no recourse to public funds, this number is likely to increase over the coming months. During COVID-19 asylum seekers who have received a decision continued to receive accommodation and subsistence from the Home Office as the move on process was suspended, once this is removed there is a potential high number of refugees and leave to remain clients expected to request support from the Council for housing.

The current accommodation available in the City and the high levels of support needed will not meet existing demand so immediate and urgent additional provision has to be put in place.

There is also the need to continue meeting health and wellbeing needs – Our clients are more likely to suffer from mental ill health, physical ill health and substance misuse, and at the same time less likely to access the health services they need. (Tri Morbidity

Meeting the needs of Single Homeless People in Cardiff

The experience of the response to the pandemic so far, combined with the work previously

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undertaken to review the current service model has made clear the need to provide additional good quality self-contained accommodation, with multi agency support.

The vision for the future has 4 key components:

- **To Prevent Homelessness Wherever Possible** – and where it is not possible for the experience of homelessness to be rare, brief and not repeated.
- **To deliver an Assessment/ Triage Approach** to all those presenting as homeless. A service that will comprehensively assess and identify the needs of the person, where necessary on a multi- agency basis, to ensure that the recommended accommodation and support solution is put in place.
- **Good Quality, Self-Contained Accommodation in a Supported Setting** - For those with the most complex needs the model recognises that longer term specialist accommodation will be required but that this will be good quality, self-contained accommodation that can provide a home environment in a supported setting
- **Rapid Rehousing / Housing First / Intensive Support in the Community** - Move away from the staircase approach to rehousing where clients moved on from supported accommodation to independence in stages. The new model will enable separate pathways for clients who are able to move directly to rapid rehousing with lower needs or housing first or community housing with intensive support as appropriate

The vision for Cardiff is very much in line with Welsh Governments “No Going Back” approach. This vision will be achieved by developing new services, remodelling current provision and decommissioning others as part of the ongoing review of services over the next 3 years.

Our plans are ambitious and reflects a strong commitment to the rapid rehousing philosophy and offers better coordination of services by introducing a new pathways with proper assessment and more defined and specialist pathways and direct routes into settled housing.

Phase 2 Response - Delivering the Vision

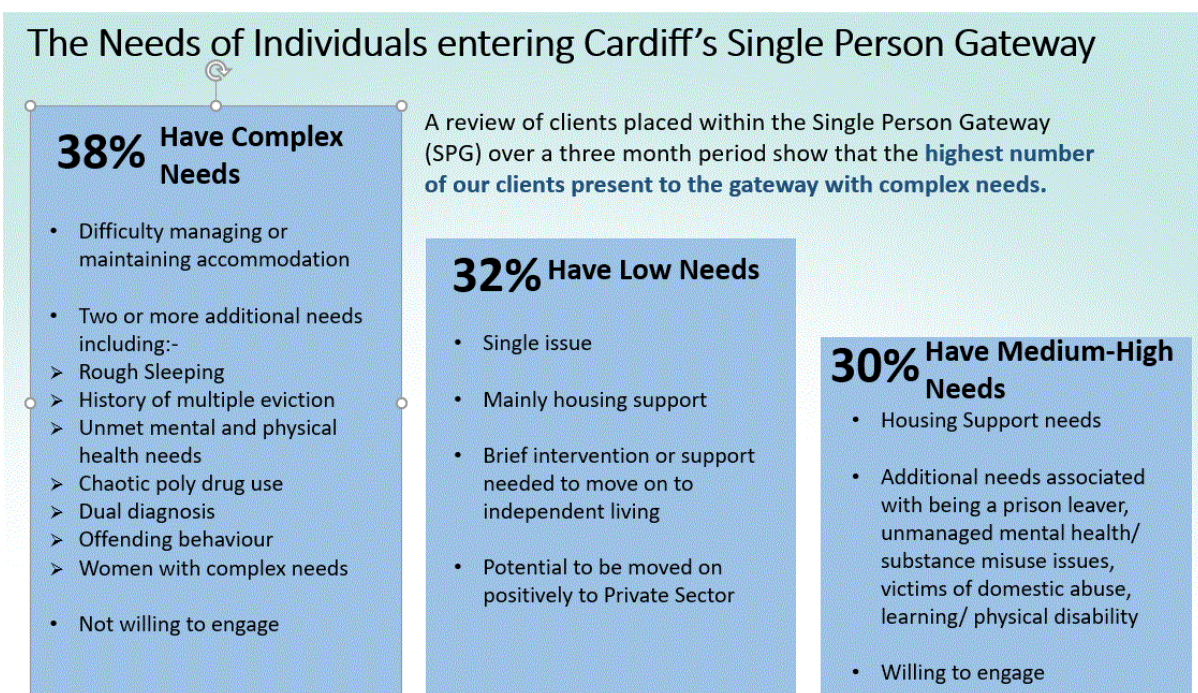
Cardiff has undertaken a comprehensive mapping exercise of all its accommodation and support provision over the last 5 years. This has resulted in significant new service developments for VAWDASV, Young People’s Accommodation/Support Services and Floating Support. All of these services have defined gateways into service and protocols in place to ensure there is rapid assessment of both support and housing needs.

Strategic Review Single Persons Services

There has also been extensive mapping work undertaken to better understand people’s levels of need when accessing services provided by Cardiff Council and its Partners. Improving the quality of temporary, emergency and supported accommodation and improving the pathway into long term settled accommodation was the overarching aim of the strategic review. There are up to 1400 individuals using the Single Persons Gateway each year with over 600 units of accommodation in use at any given time.

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The information collected in December 2019 resulted in providing us with a better



understanding of the levels of need and numbers of people in each cohort, this data has been invaluable as a starting point to understanding how we can better meet the needs of people entering the single person gateway.

Issues Identified

Through the review undertaken it has been identified that some existing smaller units of supported accommodation have proved less successful in meeting the increasingly high level of client needs, resulting in high rates of eviction and abandonment. Move on from these projects is also very slow, it is intended to move away from the staircase model where clients move through several projects in their journey towards independence, towards a rapid rehousing approach with appropriate support, and this will be based on individual need rather than the accommodation.

It is intended to move away from supported community houses over a 3 year phased basis. The funding released in the next 3 years will be reinvested into delivering the vision. Services need to be organised in such a way that people experiencing homelessness can expect a trauma, person-centred response.

There is also a need to review the abstinence /substance misuse pathway projects in conjunction with partners in Heath. This review will be undertaken over the coming year. Again, where possible the model will be to move away from long periods in supported housing.

Staff across the partnership need to be well informed and, where necessary, well trained in responding to trauma, addictions and mental ill-health. Staff will be supported to develop skills and the full adoption of a psychologically-informed and trauma-informed approaches

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service delivery.

Due to the significant numbers of people who have been supported into accommodation during the pandemic. It is paramount that we focus on improving the quality and variety of emergency and temporary accommodation currently being provided in the short and medium term during this recovery period.

As we move into the second phase and delivery of the vision 140 people will need to be supported out of the Hotels and up to 100 from other emergency accommodation, this is in addition to the number already in services. To assist with ensuring continue to engage with services a full assessment of their accommodation and support needs will take place. Everyone will have an individualised plan developed to cover their journey out of the hotels and emergency provision and into more settled accommodation, with a key worker in place.

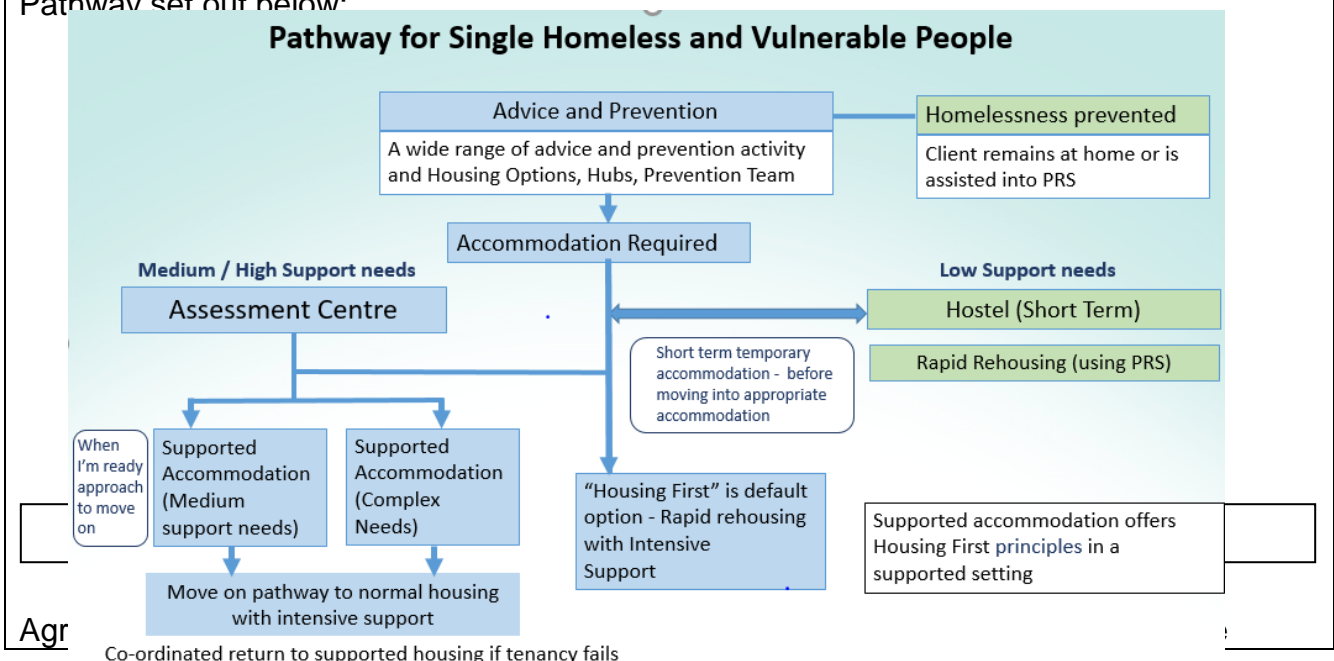
Cardiff is also proposing to identify the current needs of every client (600) within all its schemes with our partners and develop a transition plan for each person. A Development Manager post will be put in place to coordinate, develop and embed the Rapid Rehousing approach and move on protocol across all provision in the gateway.

Pathway into Single Homeless Services

A range of partners were involved in the development of this new pathway and this had been well received in consultation sessions. The findings from this strategic review has been combined with the learning from the pandemic to develop the new vision for homeless services for single people in Cardiff

We have already identified that around 38% of people that come into homeless services have multiple and complex need. As well as additional accommodation significant resources will be needed to provide assessment, good quality key working and case management support during the phase 2 recovery period.

Pathway set out below:



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assessment and triage centre solution for Cardiff. It will become the primary base for the Homeless Outreach and Multi- Disciplinary Team from July 2020. The building is suitable for the multi-disciplinary service and a modular solution for the provision of on-site accommodation (19 units) which has been sourced and will be in place by December 2020.

Considering the experience of other UK and European cities the need for an appropriate assessment and triage centre for single homeless individuals is essential. Once the accommodation is in place the centre will be available for 24 hour access for referrals by trusted partners and would be a fully multi-disciplinary provision. The centre would provide good quality emergency accommodation which would enable clients to stabilise and stay for the period of their assessment.

Multi- Disciplinary Team

The assessment centre will become a co-ordination point for our multi-disciplinary complex needs services including street and hostel outreach. The service will allocate individuals to the most appropriate accommodation solution following the assessment process. The team would ensure the appropriate level of on-going support is sourced and in place.

The success of our multi-disciplinary approach has been considerable and it is proposed to build on the current team, funding is secured at this time for the elements below:

- MDT Manager
- Mental health Nurse
- Mental health Social Worker
- Advocate
- Outreach/Key Workers
- Female Specialist Workers
- Primary Care Nurses
- Substance Misuse Nurses
- Substance Misuse Workers
- Probation – start date TBC
- Therapeutic Outreach
- Counselling
- Housing Support workers
- Peer Support
- Rapid Access to Prescribing
- Divisionary Activity Worker

The Multi-disciplinary approach will ensure that substance misuse services are not offered in isolation but alongside therapeutic and mental health provision. The existing Multi-Disciplinary Team will be expanded so that support follows the individual client - on the street, in supported housing and in the community.

The Assessment Centre and the Accommodation site will be open 24 hours, to manage the intake and assessment process. The pathway for those with complex need will start with the triage and assessment process.

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The levels of intensity and duration of support will be carefully considered as part of the assessments process. Prevention will feature highly with lower need clients following a separate pathway that focuses on developing the quickest route, with support if needed into the most appropriate and sustainable accommodation available.

High need and more complex clients will be provided with a tailored package of support, these will include specialist pathways for women and those who want to address their substance misuse issues.

The team have also identified the following resources will be required to ensure the assessment centre provides a comprehensive assessment of need and range of primary health care needs can be met.

There is ongoing dialogue with our health colleagues to develop and provide the resources below set out below:

Primary care	Proposal
Direct access to GP	Dedicated GP hours within the Assessment Centre and for outreach provision at larger accommodation sites.
Direct access to Psychiatrist	Dedicated GP hours within the Assessment Centre and for outreach provision at larger accommodation sites.
Podiatrist	Dedicated hours/sessions with podiatrist at the assessment centre/outreach
Optometrist	Dedicated hours/sessions with optometrist at the assessment centre/outreach provision
Dentist	Dedicated hours/sessions with dentist outreach/assessment centre

Emergency Accommodation

The accommodation for the assessment centre will be placed on the car park area of the main building and will consist of 19 new modular homes using the Beattie Passive 'Haus4studio' pods. These pods have been specifically designed to provide single person units providing warm, safe and comfortable overnight accommodation for people.

New Specialist Supported Accommodation

As highlighted, support will follow the client into each scheme from triage/assessment, this will ensure support is wrapped around the client, not the accommodation. Key workers will be assigned at point of assessment and work with the client until they are placed in longer term accommodation.

Following intensive research and site visits undertaken prior to the pandemic it has been possible to identify the key features of good quality specialist supported accommodation. The main factors are that the units must be self-contained, that there is access to support on-site 24/7, that health and other essential services attend the clients in the facility rather than relying on individuals attending for outpatient appointments elsewhere.

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Key working underpinned by a case management approach are also important. Wrap around service such as counselling and therapeutic services should also be available in all the new facilities along with education and work experience opportunities.

One of the key pieces of learning from the pandemic has been the introduction of digital engagement. During lockdown counselling, substance misuse and harm reduction services have been delivered directly into the hotels and hostels. Nurse led substance misuse services have revolutionised treatment with virtual GP assessment and use of new drug substitutes. This has made the services more accessible to clients and some elements of digital support will continue.

The current level of need for additional specialist accommodation in Cardiff is estimated at 200 units. Following consideration of options and taking advice from a wide range of the preferred solution to introduce these high quality facilities is to refocus provision at Adams Court in Adamsdown and secure student accommodation on Newport Rd.

Adams Court Supported - Housing Complex Need

Adams Court is owned by United Welsh Housing Association and it currently provides temporary accommodation for a mix of 74 families and individuals. The plan is to repurpose the accommodation for single homeless. There is also an opportunity to repurpose 49 neighbouring flats in Baileys Court for more settled long term accommodation, including piloting a congregate Housing First approach, similar to the models of delivery in Finland.

The proposed Adams Court integrated facility would comprise of approximately 103 self-contained units with intensive support on site 24/7. There would be space for health and therapeutic services. Into-work, educational and diversionary activity could also be provided on site and the building would have 24 hour security, CCTV and support staff in place. The core services on site will be delivered directly by the Council with significant input from health and other partners.

Newport Road Supported Accommodation – Medium/High Support Needs

To add to the availability of short term supported housing options the council has worked with the Pobl group to secure a 46 unit block of flats on Newport Road. The units were previously used as student accommodation and in the immediate term the accommodation will be used to transitions clients from the two hotels. The longer term plan for the site from 2021 will be to provide self-contained short term supported accommodation for those with medium/high support needs.

Rapid Rehousing Models

We are proposing to create support teams that will be integrated with and co-ordinated by

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the Multi-Disciplinary Team to support people from triage/assessment through to move on and life in the community. The model will be underpinned by the Critical Time Interventions approach and follow many of the principles of Housing First but with a more time limited approach. Critical to approach will be support from community safety and other criminal justice services such as Police, Probation and HMPPS.

Rapid Rehousing – Integrated Housing Support Team (IHST)

This team will focus on the complex individual and their needs and key workers will have caseloads of no more than 15-1. The key workers in the team will provide enhanced case management support that follows the individual client on the street, in temporary accommodation and on into the community. The support will be intensive followed by a gradual and supported transition to community resources, critical time intervention is expected to reduce the likelihood of placements and eventual housing breaking down. There will also be a diversionary activities team that will focus on providing a range of opportunities to support engagement, development and social links to help people achieve and maintain their accommodation.

As part of the approach the team will focus on providing emotional and wellbeing support and responses to crisis such as tenancy rescue or exploitation of vulnerable clients in the community, working to stabilise if possible. Allocation to the team will be co-ordinated by the assessment centre supported by the Multi - Disciplinary Team.

Supported Accommodation Independent Living Team (SAIL)

The current SAIL Team will be increased and work with complex high need clients using the same critical time intervention approaches as the integrated housing support team. They will provide more intensive support to clients that are in supported accommodation already and ready to transition into independent living. Although time limited the ratio for this team will be 10-1 and will also include responses to crisis such as tenancy rescue and exploitation of vulnerable clients.

Housing First

Funding has been secured this year to expand the existing 3 Housing First projects to provide 55 units of dispersed support. Whilst no additional funding is requested this year the aim is to seek additional funding in 21/22 to expand to 102 Units by April 2021. This will be achieved by securing 47 more units in Baileys Court. This will be a congregate model based on learning from Finland. By expanding to a congregate model in 20/21 the Housing First offer in Cardiff will consequently have a broader spectrum of choice available for those suitable for Housing First support.

Rapid Rehousing – Floating Support

The current Floating Support Contracts already in place and funded via the Housing Support Grant will continue to be utilised during phase 2 to undertake targeted work to prevent homelessness in the community and support resettlement and move on for those clients currently in second stage low to medium need supported houses. The teams have caseloads of approximately 1 – 30. Floating Support is accessed via an established gateway co-ordinated by the Council and uses a case management approach to develop individualised plans for people with a range of Housing Support needs. Clients are still able

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to access more specialist support services if needed and the current teams are able to step back in and help if a crisis is identified to prevent homelessness.

Existing Accommodation

Supported Accommodation High Need - Huggard/Tresillian Site

As well as the new accommodation projects Cardiff has a number of existing projects available that will be refocused over the coming 9 months. The experience of the pandemic on the Huggard and Ty- Tresillian site has shown that with lower numbers in existing hostel space considerable improvement to outcomes for individuals can be achieved. Outstanding work has been delivered by our partners during the crisis and a move towards provision that is for residents and specific case based intervention only, rather than drop in, is seen as the way forward. The reduction in antisocial behaviour associated with some of the existing facilities has been marked. Partners have also highlighted the need to change.

The intention is to build on this success by making a permanent change to the delivery of services. This will impact particularly on the operation of the services at Huggard Buildings on Dumballs Road. Work is ongoing with the Huggard and with Health colleagues to fully design this new model of service.

The site will still focus on clients with complex need and those that are rough sleeping, rather than operating a drop in day centre. The Huggard team will work closely with the Multi-Disciplinary Team and Assessment Centre to find solutions.

Supported Accommodation and Rapid Rehousing Low Need - YMCA Site

YMCA Cardiff Housing Association (HA) will also be remodelled to provide a range of accommodation options for clients who have a lower support need and who are in need of housing. A more flexible provision will be available with wrap around support that is tailored to meet clients that present with lower need. The proposed service will include emergency accommodation, short term supported accommodation, rapid rehousing, with access to a private rented scheme and a resettlement service. Accredited training, volunteer placements, education and employment opportunities will also be available. A key element of the service will be to provide and source 50 units of private rented accommodation to assist clients to move on and sustain independent living. Levels of resettlement support will be provided to all clients dependent on their individual needs and move on pathway

There is also an opportunity to upgrade and increase the capacity of the current YMCA site from 81 to 110 units with the addition of 29 units of good quality self-contained accommodation.

Summary of Single Person Homeless Services

Cardiff is proposing significant change in the way it delivers single people homeless services this year. Key actions will involve piloting the approaches set out in this plan and implementing transition plan for existing clients.

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Proposed summary of Single Person Homeless Services is set out below

Summary of Single Person Homeless Services	
Assessment and Support Services	Assessment Centre Homeless Outreach / MDT Housing First SAIL (Supported Accommodation to Independent Living) Floating Support
High Needs Projects	Huggard Centre (Hostels and Intervention Centre) Adams Court Litchfield Court
Medium need / Move on Projects	Oak House Newport Road Countisbury House Julian Hodge (under review)
Medium / High – substance misuse specialist pathways To be reviewed	Ty Gobaith / Dyfrig House Janner House / Teal Street/Glan yr Afon/Croes Fynn
Womens Projects - To be reviewed	Ryder Street / Hamilton Street
Low Needs Projects	The Walk /The Ambassador/Move on Accommodation
A number of Community House Schemes will be phased out over 3 years	

Young Person Gateway

In April 2019 Cardiff commissioned two contracts to work with young people experiencing Homelessness. A joined up approach has been taken to recommissioning services for young people, working across departmental and grant funding boundaries to commission comprehensive services that focus on the individual need, not just funding streams. The Council has established a Young Person’s Gateway to manage all accommodation and support need for young people. Previously services for homeless young people operated separately from services for ‘looked after children’.

The service now operates as a partnership between Homelessness, Children’s Services and a range of third sector organisation. There is discussion underway with Children Services and our partners to look at how capacity can be increased further this year to mitigate the effects of Covid 19.

Accommodation for Families

The impact of the Covid pandemic on Family homelessness has been different to that experienced in relation to single individuals. The temporary ban on evictions in both the public and private rented sector, along with mortgage holidays for owner occupiers in difficulties has seen fewer families presenting as homeless. The Council and most Housing Associations continued work on vacant properties during the crisis and as a result move on from temporary accommodation for homeless families has remained effective.

This was particularly important as 20 family shipping container units located in Ely and Butetown were repurposed for self-isolation units and access to them has proved essential during the crisis.

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The future vision for family homeless is similar to that for single person homelessness:

- **Prevent homelessness** – homes are rescued if possible, if not as many families as possible are rehoused at this stage. Where prevention is not possible to ensure that **homelessness is rare, brief and not repeated**.
- **Assessment / Triage Approach** - Properly identify need, taking a multi-agency approach where necessary, and provide appropriate tailored solutions for each individual family.
- **Good Quality Emergency / Supported Accommodation** - short stay for most, some families will stay longer while they receive more support.
- **Focused support to achieve successful move on** - Move away from the staircase approach

Currently Cardiff has 555 units of temporary family accommodation. These are made up of 161 hostel and supported accommodation units and 394 leased units of accommodation. 72 of these supported housing units are in Adams court, the location in the city centre is not ideal for family homelessness.

Currently 157 families have been in temporary accommodation for more than 6 months. While the leasing schemes have proved very successful in the past in preventing the use of bed and breakfast for homeless families, they do lead to long stays in temporary accommodation, which can be disruptive to family life and the education of children.

There are two temporary accommodation leasing schemes in Cardiff, operated by Cadwyn Housing Association and Temp to Perm. Cadwyn Housing Association has recently approached the Council to advise that their scheme, the larger of the two, is no longer financially viable without additional input from the Council.

Following examples of the Scottish authorities Cardiff plans to move to a Rapid Rehousing approach and reduce the long stays for families in temporary accommodation. This will include more use of the private rented sector – both in Cardiff and in surrounding area.

The Council has recently agreed to become a pilot for a Welsh Government Scheme to lease directly from the private rented sector. The scheme will provide a 5-year lease giving households more stability over the medium term. Cardiff will be able to take on 66 properties under the scheme.

Phase 2 - New Approaches

As a number of the hostel units are located at Adams Court and the move to use this for single people is progressing means that alternative family accommodation is needed. It is proposed to both facilitate this change and achieve the more appropriate alternative model of delivery for families by creating 3 centres for family homelessness.

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The locations for these centres will be:

- **Briardene on North Road**, a Cardiff Living Scheme due to deliver by the end of this financial year will provide 30 x 2 bed flats 6 x 1 bed flats 3 x 2 bed flats
- **Harrison Avenue in St Mellons** (a United Welsh building), will provide 18 flats made up of 14 x 3 bed and 4 x 2 bed
- **The Gasworks** – a new build site at the former gasworks site in **Grangetown** will provide 50 flats made up of 12 x 1 bed flats, 12 x 2 bed flats and 26 x 3 bed flats. The site has recently been acquired by the council for inclusion within the Housing Development programme and benefits from existing services.

These centres will offer 140 good quality family accommodation with staff on site during the day. Underpinned by a rapid rehousing approach a full assessment of need will be carried out and more intensive support provided for more vulnerable families. Partnership working with Early Help Services funded via the Children and Communities Grant and joint working arrangement with Health and Social Services will ensure families receive support that is tailored and follows them, from entry into homeless services right through into the community.

The aim would be to move families quickly from this accommodation directly into a settled home. Once fully operational this model would reduce the need for leased properties.

Increase Access to Social and Private Sector Housing

Further work to fully develop this new rapid rehousing model will be undertaken during the Phase 2 response period and will become the new normal by Phase 3. All three schemes will be delivered and operational before the March 2021.

More Focussed Allocation of Social Housing

As well as the new approaches prior to the virus it was agreed to focus more lets to homelessness for a temporary period, recognising the very high numbers of homeless households in temporary and supported accommodation. During the crisis only lets to homeless households and emergency moves from general waiting list have taken place.

A move on protocol is in place and has been tested during this period, this will be further developed during the response phase. Family move on from homelessness has been good and demand low, providing an opportunity for reconfiguring some schemes and to achieve a step change for family homelessness. Single person move on has remained quite slow despite targeting of this group, only 16 offers to date (due to need to respect sensitive / special letting arrangements in the community)

The focus of allocations on homelessness will continue for a further 6 months during phase 2 supported by a rapid rehousing approach. There will also be more specialist single person housing schemes included in all social housing development plans moving forward.

Cardiff has also invested significantly in buying housing stock from the open market to bring it into social housing stock.

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Working with the Private Rental Sector

Cardiff estimate there will be an additional 60 households per month requiring housing over the next 12 months. There will also be an increase in new presentations due to unemployment and a downturn in the economy.

There will be key points when these will be increased, at the end of the furlough scheme, evictions at 3 months and end of the temporary evictions policy, and ending of house repossessions due to mortgage defaults. Due to the downturn in the economy we predict new presentations will increase significantly particularly from October onwards when the furlough scheme ends.

There are currently several established Private Rental and Bond Schemes in place through the Council and its Partners. Private Rented Sector Incentive Budgets are used to enhance the support available to help hard to house group's access and maintain settled accommodation.

To ensure there is availability of hostel and supported accommodation it is vital that people who are ready for independent living are also able to move on, and due to lack of social housing this is likely to be within the private rented sector.

Engagement with private sector landlords is ongoing and the private rented sector team at housing options work with a cohort of landlords who accept the housing solutions package of financial assistance and support to help ensure tenancies are successful, more incentives are required to secure landlords as many see homeless clients as unsuitable and high risk.

To help encourage landlords to work with the schemes and consider people from the target groups a tailored package of support is offered with financial incentives including increased bond payments and rent in advance, the security of a guarantor and additional continued support to both the tenant (floating support) and the landlord (single point of contact from housing solutions team).

The additional funding requested this year will provide opportunities for more settled accommodation for a range of cohorts including single homeless people, young people and families.

Community Involvement

Cardiff will develop a co-ordinated programme of engagement and training opportunities to empower local people who want to volunteer and help end homelessness in Cardiff. Volunteers add a range of talents, skills and experiences into the mix, enriching and enhancing homelessness services. Good volunteering should also benefit the volunteer. It can be an opportunity to gain confidence, have fun, meet new people, build new skills and can be a stepping stone to future employment for both the client and volunteer.

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A new campaign called 'Real Change' was launched recently. As the city centre begins to exit lockdown, the campaign asks anyone with concerns about a person they see on the streets to not give spare change but instead text 'REALCHANGE' to 80800, giving the location of that person so help can be provided. The outreach teams will then respond and offer help and support directly to the person.

Considerable success has been achieved over the last three months, with only a handful of very entrenched rough sleepers remaining outside. Greater availability of accommodation and support, alongside support from partners has been a key factor in this change and we are committed to ensuring that this continues after the crisis is over. This work will be developed further this year with all our partners so a more co-ordinated approach is taken to the delivery of help for vulnerable homeless people.

3 Assess Impact on the Protected Characteristics

3.1 Age

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

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

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

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

It is not anticipated that there will be any reduction in the number of clients supported, however the type of service provision is likely to change following the completion of the full needs assessment.

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

Positive impact is expected, careful design and specification of services will ensure that services improve as a result of the proposals

3.2 Disability

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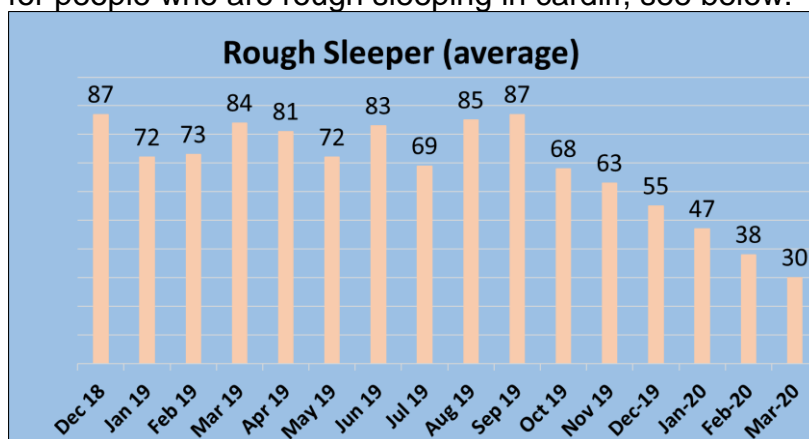
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Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on disabled people?

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

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

Substance Misuse and Mental Health are the most significant recorded issues for people who are rough sleeping in cardiff, see below:



Rough Sleeper - Lead Needs		
Substance misuse	Mental Health	Alcohol
19	9	2

Positive impacts are anticipated from the greater expertise expected under the new arrangements in helping those with substance misuse and mental health difficulties in particular. Accessible accommodation will also be a requirement of the new service.

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

This change in service will provide:

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- Unprecedented opportunity to work with clients **Substance Misuse Services/Mental Health**
- Services are now being provided directly into the hotels, hostels and supported housing
- Substance Misuse Nurse and access to Rapid Prescribing services - 75 clients referred for services - 45 are in active treatment and this work continues
- Mental Health Social Worker and CPN part of the MDT
- Access to therapeutic interventions

Positive impact is expected, careful design and specification of services will ensure that services improve as a result of the proposals

3.3 Gender Reassignment

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

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

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

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

Positive impact is expected, careful design and specification of services will ensure that services improve as a result of the proposals

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

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

All services available will be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all that need it. Provision for equality and diversity will be a key in the ongoing performance monitoring of service delivery.

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3.4. Marriage and Civil Partnership

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

	Yes	No	N/A
Marriage	<input type="checkbox"/>	X	<input type="checkbox"/>
Civil Partnership	<input type="checkbox"/>	X	<input type="checkbox"/>

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

No negative impact is expected as part of the change. Positive impact is expected, careful design and specification of services will ensure that services improve as a result of the proposals

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

No negative impact anticipated, however careful monitoring and targeting of support will take place to ensure that no groups are unduly impacted by the change.
All services available will be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all that need it. Provision for equality and diversity will be a key in the ongoing performance monitoring of service delivery.

3.5 Pregnancy and Maternity

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

	Yes	No	N/A
Pregnancy	X	<input type="checkbox"/>	<input type="checkbox"/>
Maternity	X	<input type="checkbox"/>	<input type="checkbox"/>

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

The change will have a positive impact. There will be better accommodation choices for Families including those that are pregnant

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

All services available will be expected to mainstream provision for clients with

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protected characteristics, providing sensitive and appropriate services for all that need it. Provision for equality and diversity will be a key in the ongoing performance monitoring of service delivery.

3.6 Race

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

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

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

It is anticipated the impact will be positive due to improvements in services.

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

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

3.7 Religion, Belief or Non-Belief

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

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

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

No differential impact identified.

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What action(s) can you take to address the differential impact?
None anticipated, however careful monitoring and targeting of support will take place to ensure that no groups are unduly impacted by the change and that the most vulnerable are supported.
All services available will be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all that need it. Provision for equality and diversity will be a key in the ongoing performance monitoring of service delivery.

3.8 Sex

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

	Yes	No	N/A
Men	X		
Women	X		

Please give details/consequences of the differential impact, and provide supporting evidence, if any.
There will be positive impacts for both male and female clients as a result of the joined up services and clearer pathway. EG separate accommodation and specialist support for Women and Males identifying Domestic Violence issues.
What action(s) can you take to address the differential impact?
None anticipated, however careful monitoring and targeting of support will take place to ensure that no service users are unduly impacted by the change and that the most vulnerable are supported
All provision available will be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all that need it. Provision for equality and diversity will be a key in the ongoing performance monitoring of service delivery.

3.9 Sexual Orientation

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

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

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Please give details/consequences of the differential impact, and provide supporting evidence, if any.
No impact identified. Positive impact is expected, careful design and specification of services will ensure that services improve as a result of the proposals Eg. We will ensure there are bespoke offers of accommodation and support for those people who are vulnerable.
What action(s) can you take to address the differential impact?
None anticipated, however careful monitoring and targeting of support will take place to ensure that no service users are unduly impacted by the change and that the most vulnerable are supported All provision available will be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all that need it. Provision for equality and diversity will be a key in the ongoing performance monitoring of service delivery.

3.10 Socio-economic Duty

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on the Socio-economic Duty?

	Yes	No	N/A
		X	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.
The overall aim of the proposals and changes in service provision is to deliver better outcomes for those who experience socio-economic disadvantage.
What action(s) can you take to address the differential impact?
This has been supported through ensuring the proposals take account of evidence and potential impact through consultation and engagement to help to reduce the inequalities associated with socio-economic disadvantage.

3.11 Welsh Language

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

	Yes	No	N/A
		X	

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

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

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

The Welsh Language Act has been identified in terms of requirements as a minimum.

4. Consultation and Engagement

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

Consultation has been undertaken over the previous 2 year to provide an opportunity for partners and service users to influence the design of services and to help inform the type and quality of services to be offered.

Due to Covid 19 consultation opportunities have been limited with service users but will be embedded into service mobilisation and delivery to ensure clients from protected characteristic groups are provided with opportunities to influence service delivery.

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

Groups	Actions
Age	Careful monitoring and targeting of support will take place to ensure that no service users are unduly impacted by the change and that the most vulnerable are supported.
Disability	
Gender Reassignment	All provision available will be expected to mainstream services for clients with protected characteristics, providing sensitive and appropriate services for all that need it.
Marriage & Civil Partnership	
Pregnancy & Maternity	
Race	
Religion/Belief	
Sex	
Sexual Orientation	
Socio-economic Duty	Provision for equality and diversity will be a key in the

CARDIFF COUNCIL

Equality Impact Assessment
Corporate Assessment Template

Welsh Language	ongoing performance monitoring of service delivery.
Generic Over-Arching [applicable to all the above groups]	

6. Further Action

Any recommendations for action that you plan to take as a result of this Equality Impact Assessment (listed in Summary of Actions) should be included as part of your Service Area's Business Plan to be monitored on a regular basis.

7. Authorisation

The Template should be completed by the Lead Officer of the identified Policy/Strategy/Project/Function and approved by the appropriate Manager in each Service Area.

Completed By :Louise Bassett	Date:
Designation: Partnership Delivery Team Leader	7/7/2020
Approved By: Jane Thomas	
Designation: Assistant Director Housing and Communities	
Service Area: Housing and Communities	

7.1 On completion of this Assessment, please ensure that the Form is posted on your Directorate's Page on CIS - *Council Wide/Management Systems/Equality Impact Assessments* - so that there is a record of all assessments undertaken in the Council.

For further information or assistance, please contact the Citizen Focus Team on 029 2087 2536 / 3262 or email equalityteam@cardiff.gov.uk

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CYNGOR CAERDYDD

CARDIFF COUNCIL

COMMUNITY AND ADULT SERVICES SCRUTINY COMMITTEE

2 DEC 2020

COMMITTEE BUSINESS REPORT

Background

- I. This report sets out a summary of committee business since the re-establishment of the committee following the covid-19 outbreak.

This includes:

- An update on Committee correspondence;
- An updated Work Programme attached at **Appendix A** for information.

Correspondence update

2. Since the reestablishment of scrutiny committees following the initial outbreak of covid-19, to date, Committee has met three times and the current position regarding its correspondence is set out below for Members information:

14 September 2020

- *Awaiting a response* – from the Chair to the Cabinet Member for Social Care, Health and Wellbeing providing the Committee’s comments and recommendations on the Extra Care & Supported Living Services for Older People and Adults with Disabilities and Social Services Annual Report 2019-20.

7 October 2020

- *Awaiting a response* – from the Chair to the Cabinet Members for Social Care, Health & Wellbeing and Housing & Communities providing the Committee's comments and recommendations on the Proposed changes to the senior management arrangements, Q4 and Q1 performance reports and the Council House Build Programme.

4 November 2020

- *Awaiting a response* – from the Chair to the Cabinet Member for Housing & Communities providing the Committee's comments and recommendations on the Council New Build Delivery Programme & Channel View Redevelopment Scheme.
 - *Due to be circulated to Committee Members for any final comments prior to its distribution* - from the Chair to the Cabinet Member for Social Care, Health & Wellbeing providing the Committee's comments and recommendations on the Cardiff and Vale of Glamorgan Regional Safeguarding Board Annual Report 2019-2020 & Annual Plan 2020-21.
3. Copies of the letters can be found on the Council's website page for the relevant Committee meeting, through the hyperlink provided at the top of the page, entitled '*Correspondence Following Committee Meeting*'. Access to the page can be found [here](#).

Work Programme 2020/21

4. Attached at **Appendix A** is an indicative CASSC Work Programme for Members information. At this meeting of the Committee, Members will have the opportunity to review the agenda for Jan 2021 in line with the verbal updates they receive.
5. Members are reminded that due to the need for the work programme to remain responsive to Council developments, the scheduling of items within the work programme are subject to change.

Way Forward

6. During the meeting, Members may wish to:
 - Reflect on the correspondence update;
 - Note the update and provide any comments on the indicative Work Programme attached at **Appendix A**;

Legal Implications

7. 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

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

RECOMMENDATIONS

The Committee is recommended to:

- i. Reflect on the correspondence update;
- ii. Note the indicative Work Programme attached at **Appendix A** and provide any additional comments;

DAVINA FIORE

Director of Governance and Legal Services

26 November 2020

Appendix A

	September	October	November	December	January	Feb	March	April (Pre-election period - WG & PCC)	May	June	July
Committee Item 1	LASSAR 2019-20	2019/20 Quarter 4 & 2020/21 Quarter 1 Performance - Adult Social Services & People & Communities	Council House Build Development - Channel View Development	Homelessness Services - To include: update following July Cabinet report on new vision for homelessness / acquiring of property / WG funding / currently known outcomes of the 'Real Change' campaign / impact on partner provision (LOE look at SPG recommendations)	Addressing Social Isolation within Cardiff	Corporate Plan	2020/21 Quarter 2 & 3 Performance		Drug-related Crime in Cardiff - during and following the pandemic	DDP 21/22 People & Communities (Q4 Performance supplement)	Access to Mental Health Services
Committee Item 2	Extra-care & SL for Older People and Adults with Disabilities	Council House Build Programme Update - <i>Where we are, impact of Covid & update on recent developments</i>	RSAB Annual Report 2019-20 (to include an update on All Wales Safeguarding Procedures - launched Nov 2019)			2020/21 Budget	HRA Business Plan 2021-22			DDP 21/22 Adult Social Services - Local Authority Social Services Annual report 2020/21 (Q4 Performance supplement)	
Committee Business Items -	CASSC Work Programme 2020/21, Correspondance, FWP	CASSC Work Programme 2020/21, Correspondance & FWP	Correspondance & FWP	Correspondance & FWP	Committee Business: CASSC Closer to Home Task & Finish Inquiry		CASSC Annual Report 2020-2021 Correspondance & FWP		Correspondance & FWP	Correspondance & FWP	Correspondance & FWP
Inquiries	"Closer To Home" / Out of County Adult Placements - awaiting presentation to Cabinet										
Briefs/Reports/ Updates outside of Committee			Voids Management Quarterly Update <i>To include: development of in-house team and collaboration with local business / procurement update.</i>		Regulation & Inspection of Social Care (Wales) Act 2016 Update		Voids Management - Quarterly Update		Council House Build Programme Quarterly Update		Voids Management - Quarterly Update
							Update on Implementation of the Learning Disabilities Commissioning Strategy's Action Plan (or update to be included with T&F Cabinet)				
Cabinet Dates	17-Sep	15-Oct	12-Nov	10-Dec	21-Jan	18-Feb	18-Mar	TBC	TBC	TBC	TBC

monitoring	pre-decision	policy development/ review	Briefing	Item agreed at WP forum
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