

**CABINET MEETING: 20 JANUARY 2022**

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**CARDIFF AGEING WELL STRATEGY**

**SOCIAL CARE, HEALTH & WELL-BEING - (COUNCILLOR  
SUSAN ELSMORE)**

**AGENDA ITEM: 9**

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**Reason for this Report**

1. To present the Ageing Well Strategy to Cabinet for consideration and approval.
2. To agree to the development of an Independent Living Wellbeing Centre, for the promotion and supply of equipment and technology to support independence.

**Background**

3. The Ageing Well Strategy sets out the proposed direction of travel for services and support for older people over the next 5 years. While focusing on how the Council's internal services will work more closely together to meet the needs of older people, the Strategy sets out the clear objective of working with partners through the Regional Partnership Board and other forums including the wider partnership of independent and third sector providers.

***The Challenge of an Ageing Population***

4. The population of Cardiff is ageing, and while it is positive that many are living longer, unfortunately many older people will live with poor health and increasingly will suffer with dementia. This will present increasing challenges in terms of demands on services.

By 2031 the number of people:

- Aged 65+ will increase by 17.8%
  - Aged 85+ will increase by 9.2%
  - Aged 90+ will increase by 5.9%
5. The number of people that struggle with the activities of daily living will increase by 17% by 2030, this will apply to 1 in 4 older people (over 65).

6. The number of people living with dementia will increase by 30.1% by 2030 and 41.1% for severe dementia.

### ***The Importance of Prevention***

7. £50m per year is currently spent on care and support for older people in Cardiff. An increase in spend based on the demographic data above would present very significant budget challenges. The increase in severe dementia alone could result a doubling of spend through the use of residential care. However a recent study carried out by the Oxford Brookes University's Institute for Public Care (IPC) which reviewed the sustainability and future need for residential care homes in Cardiff concluded that, while the demographic and health predictions are very challenging, they will not necessarily translate directly into increased demand for costly residential care.
8. The report made clear that policy decisions and actions that are taken now to help support people to remain in good health and to remain independent at home within their community, can improve outcomes for older people while also preventing an unsustainable demand for services.
9. The Ageing Well Strategy sets out our 5 year plan for supporting older people in the city. It sets out how we will work together with partners in the Health Board, Third Sector and Independent Sector to support older people to live well and independently for as long as possible and, when care is needed, to ensure that this is provided to a very high standard.

### ***National and Local Strategic Direction***

10. In developing the Strategy consideration was given to a large number of legislative requirements and both national and local policy documents. Key themes running through these documents also supported the need to help older people to maintain independence, stressed the importance of prevention and early intervention and having the right support in place for older people to stay at home within their community.

### ***Consultation on Key Themes***

11. As part of the preparation for this strategy engagement sessions were held with both internal and external partners. One session was held with senior managers within internal services while a separate session was held with external partners at the Cardiff Health, Social Care and Wellbeing Network. Attendees from ten different third sector organisations took part in the event. A questionnaire was provided so the views of service users could also be obtained. Again prevention was a key theme as was the importance of listening to the voices of older people.

## Issues

12. The draft Strategy is attached at appendix 1. It sets out the proposed vision and principles which will underpin the approach to be taken to services for older people and also sets out a number of key aims, and “we will” commitments which will form the framework for the delivery of the Strategy going forward.

## Vision

13. A simple vision has been set out as follows:

*Supporting older people to live well in their homes and communities*

Reflecting both the importance of helping to people to remain at home where possible and to stay connected to their communities.

## Principles

14. A number of principles have been set out that will inform services for older people, these are set out below:

- Older people will have Voice and Control
- We will take a strengths-based approach
- We will support and enable independence
- We will provide the right help at the right time
- We will deliver outcome focused services
- We will work collaboratively with partners, third sector and citizens
- We will value diversity and promote equality
- We will ensure that our social care workforce is well trained and feel valued

## Key Aims

15. 6 Key Aims have been set out, each of which forms a section of the Strategy and these are supported by a number of commitments.

### **Key Aim 1 - Supporting older people to stay active and connected in an age friendly city**

16. This section of the Strategy focuses on how we can support the wider population of older people to stay connected to their community and to prevent the social isolation that can impact on the wellbeing of many older people and their carers. The Council is already working towards

becoming a Dementia Friendly city and has recently committed to an Age Friendly City action plan. This cross cutting community activity is essential to support people to age well and this plan will form part of the Ageing Well Strategy.

17. The Strategy also commits to providing both virtual activities and events and face to face activities through a hybrid model of community engagement and to supporting community groups and volunteers to help older people and carers. It sets out the aim of strengthening the independent living & wellbeing advice provided in the Hubs for older people and their carers.
18. For those older people who have care and support needs, where staying connected can be more challenging our Older Persons Day Service provides essential support. The Day Service has recently been brought together with our Community Hubs, increasing the range of activities provided in the day centres, encouraging partners to deliver services and further encourage volunteering.
19. It is also proposed to develop a “Hubs for All” approach, extending the reach of the Community Hubs to make them accessible for people with higher care and support needs. This work will be enhanced by closer working with the Health Board to further develop integrated Health and Wellbeing Centres.

### **Key Aim 2 - Supporting older people to live independently at home through strengths based preventative services**

20. This is a key section of the Strategy as it sets out how services will work in a joined up way with a focus on maintaining independence, understanding and building on an older person’s strengths and capabilities, and providing the right support at the right time to enable them to remain independent at home.
21. The aim will be to embed a strengths-based, outcome focused and preventative approach across the service ensuring that all staff are appropriately trained to take this forward and increasing the involvement of Occupational Therapists, making full use of their expertise in equipment and adaptations throughout the service to support independence.
22. Strengthening and streamlining services, both in the hospital and in the community to support prevention and reablement and timely discharge is a key commitment, also working with our health colleagues to develop integrated Local Multi-Disciplinary Teams in the community and developing proposals for a joined up rapid response 24/7 service to keep people at home.
23. An important strand of this work is greater use of technology, equipment and adaptations to support independence. It is proposed to develop a cutting-edge Cardiff Tech Strategy based on the best practice from across the world and ensuring all our staff are trained to make

appropriate use of these, while also empowering our citizens to find their own solutions by providing a “tech finder tool”

24. The Strategy also includes the proposal to develop plans for a new Independent Living Wellbeing Centre. This would include the rationalisation of a number of leased buildings currently used by the Joint Equipment Service which include a number of warehouses and stores and the Independent Living Smart House. The leases on the current buildings are coming to an end and this together with the continued growth of this important services means that alternative provision is essential. The proposal would see the development of a single facility to act as centre for independent living, it would contain a warehouse and distribution centre for equipment and include a new smart house for training staff and the wider sector and would also include a public facing facility focused on practical solutions to support independent living.
25. Appropriate housing is widely recognised as a key factor in supporting independence. The Strategy includes a commitment to encouraging people to think about their long-term housing needs at the earliest opportunity by providing effective information and advice as well as providing more tailored housing solutions to help people remain independent and making better use of extra care housing where appropriate. There is also a commitment to ensure that the Council building programme delivers care ready, adapted, and adaptable homes and includes specialist community living schemes for older people that can adapt to meet Cardiff’s changing housing need.

### **Key Aim 3 - Working in partnership to deliver high quality sustainable care**

26. Our commissioned care providers deliver the majority of care for older people, providing an essential service to the most vulnerable people in Cardiff. The issues being faced by the sector currently, with the difficulty in recruitment and retention of staff and the inability of the sector to grow to meet the surge in demand following the end of Covid restrictions, has revealed the fragility of the market and the systemic issues of low pay and lack of job security in the sector. In addition to these national issues there are also local challenges in Cardiff due to the nature of the labour market, with higher turnover of care staff and lower registration and qualification of staff as a result.
27. The Strategy sets out a commitment to work in partnership with commissioned care providers to better understand the issues that they face. In particular it sets out plans to work with the domiciliary care agencies to deliver flexible person-centred care, developing a trusted partnership agreement with care agencies, allowing them to flex care provision in response to an individual’s care needs and wellbeing objectives. In future care agency representatives will form part of our multi agency locality teams.

28. It is more important than ever that we actively seek to inform, manage and reshape the care market in the light of current and future need. Work is underway to better understand this need through the development of a Population Needs Assessment and commissioning of a Regional Market Sustainability Report. Future proposals are likely to see the service working with the residential care sector to move away from general residential provision towards more specialist dementia residential and dementia nursing care.
29. The Strategy includes a commitment to increasing the voice and control of citizens in our commissioning of care and support services and to improving quality of care by ensuring that effective quality monitoring is in place which focuses on the views of the individuals receiving the care, their family, and their wider care network. Also developing a clear view of “what good care looks like”, particularly with regard to dementia residential and nursing homes to inform future commissioning.
30. Valuing and developing the Social Care Workforce is key if good quality care is to be provided. Cardiff Cares Academy, which was developed recently by the Council’s Into Work Service, will be further developed to ensure that training, mentoring and employer support is available across the sector. The Strategy contains a commitment to working together with care providers to develop the workforce and improve rates of registration.
31. The problem of the low salaries and poor employment conditions of many care workers is a national issue and requires a national solution. It is pleasing to note that on 21 December 2021 the Deputy Minister for Social Services announced that additional funding of £43m would be made available to local authorities and health boards in Wales so that they can implement the Real Living Wage. The announcement noted the need to implement this carefully and in a way that does not destabilise the sector. Cardiff will of course work with the Welsh Government to ensure that this very welcome change is implemented in the most effective way possible.

#### **Key Aim 4 - Supporting informal carers and valuing their role**

32. The importance of informal carers and their role in supporting older people is fully recognised in the Strategy which makes a commitment to a review of the support for carers in full consultation with carer representatives.

#### **Key Aim 5 - Ensuring our services meet the needs of the most vulnerable**

33. There is a commitment to reviewing best practice from across the world to understand how we can best support people with dementia to live in the community and to providing training to all staff to enable them to tailor the support available to the individual and their family in their home, using all the latest technology to support client care.
34. The Strategy contains a commitment to ensuring that older people, however vulnerable, retain a voice in their care by ensuring our social

workers take a strengths based approach to mental capacity and by commissioning effective Advocacy services.

### **Key Aim 6 - Proactively Modernising our Services**

35. To deliver the aims of the Strategy it will be necessary to modernise services and to embed a strengths based and independence focused approach, ensuring that training and quality monitoring fully support this approach. The way that services are provided will also need to change to remove duplication and costly bureaucracy, ensuring our professionals have the time to support the most vulnerable older people effectively, while a wider help is available to older people through a range of other council and partner services.

### **Equality Impact Assessment**

36. An Equality Impact Assessment was carried out as part of the strategy development and the impact was found to be positive, however a need to improve our recording of ethnicity and to seek to better understand the impact of our services on different cultures was identified. Health inequalities across the city were also considered, work is already underway with public health colleagues to address disparity in take up of health screening and to help prevent falls, this work will be further developed in the future.

### **Future Challenges & Resource Requirements**

37. There are a number of financial challenges both national and local which are facing the social care sector and services for older people in particular. 2022 will see the end of the Intermediate Care Fund (ICF) this Welsh Government Grant currently funds many of the services that support older people and the replacement of this grant is uncertain. The issue of care worker remuneration is well known and requires resolution at a national level, while at a local level Cardiff is also facing increasing challenges in recruiting both social workers and occupational therapists to work within the sector. A strong professional workforce and management structure is essential if a strengths based, preventative approach is to be taken.
38. As stated at paragraph 22 above the Strategy includes a proposal for the development of an Independent Living Wellbeing Centre, replacing buildings currently leased for use by the Joint Equipment Service. An options appraisal has shown that purchasing the building would be the most cost effective approach with the cost of borrowing substantially offset by reduced leasing and operating costs. The capital cost is estimated at circa £5m. The Joint Equipment service is operated by Cardiff Council on behalf of a regional partnership including the University Health Board and the Vale of Glamorgan Council, the partnership is aware of the proposal and supportive in principle however full consultation on the detailed scheme would be required before this could move forward and this would be subject to a further cabinet report.

## **Consultation**

39. This report does not contain an local issue and therefore local member consultation was not appropriate.
40. As outlined above, consultation had previously taken place on the key themes to be included in the Strategy. The proposals were also presented to Community and Adult Services Scrutiny Committee as part of policy development and shared with the RPB's Ageing Well Partnership. Comments received have helped inform the final draft strategy. Further consultation will take place on the different aspects of the proposals as these are further developed with the aim of co-producing detailed solutions with citizens and partners.

## **Reason for Recommendations**

41. To set out the way forward for support for older people in Cardiff.

## **Financial Implications**

42. The Report references a number of financial challenges facing the social care sector and Older People's services in particular. The two key underlying pressures are demand and pricing. Pricing pressure is linked to the fact that on a commissioned services budget of over £50 million, inflation is a material annual cost pressure. In addition, significant demand increases are expected over the medium term - both generally, as well as in more complex areas such as dementia care. These two key areas of financial pressure are regularly reviewed as part of the Council's Medium Term Financial Plan (MTFP). Given the material impact they can have on financial planning and the Council's financial resilience, it will be critical to continue to keep assumptions and modelling under regular review. The internal workforce challenges and ICF grant uncertainty referenced in the report, are also recognised risks within the Council's MTFP, that will continue to be closely monitored. As part of ongoing financial planning, alongside the continued monitoring of cost pressures, it will be equally important to recognise and capture cost avoidance opportunities that result from the preventative and service modernisation aspects of the strategy.
43. As noted in the report, pressure related to the salaries and conditions of care workers and a commitment to working with the Welsh Government to pilot the Real Living Wage, requires national funding solutions. On 21<sup>st</sup> December 2021, funding of £43 million in support of these aims was announced by the Deputy Minister for Social Services at a Wales level for Local Authorities and Health Boards. Whilst individual Authority allocations have not been published, the 2022/23 Provisional Local Government Settlement indicates that Local Authorities' share of the funding is included within their Revenue Support Grant allocation for 2022/23. The report notes that the Council will continue to work with the Welsh Government with regards implementation, and this will need to link closely with the Council's 2022/23 budget setting process.



44. The Ageing Well Strategy has a number of key aims. Where specific priorities have not yet been fully costed, the development of robust business cases will need to be considered prior to implementation. In some instances where financial pressures are difficult to model but could have a very material impact (for example, allowing domiciliary care providers to flex care provision), it may be appropriate to consider carefully framed pilots in the first instance.
45. The report includes a proposal for the development of an Independent Living Wellbeing Centre, replacing buildings currently leased for use by the Joint Equipment Service. In developing the business case, consideration should be given to both the cost and the funding source identified. Cost considerations should be comprehensive and would as a minimum include where applicable, cost of acquisition of sites, dilapidation obligations and estimates of ongoing revenue costs. Funding considerations will, where appropriate, include the certainty of any funding source, income from partners or any savings that will be generated to support an invest to save proposal. There is an element of uncertainty risk whilst it remains that a suitable site has yet to be identified and no agreement has yet been reached in respect to contributions from current partners in the Joint Equipment Store. Consideration should be given as to whether or not the project should only commence once the level of significant uncertainty inherent in the project is mitigated through identifying a site and / or a clear source of funding and resolving any other matters that arise. In setting the 2022/23 budget, any new projects to be included in the Capital programme proposals should be able to evidence a robust business case. Any land acquisition or lease agreement proposed (subject to options appraisal) would need to be the subject of a further Cabinet report.

### **Legal Implications**

46. Legal advice will need to be taken by the decision maker on these proposals to ensure they accord with the principles in the Well-being of Future Generations (Wales) Act 2015.
47. It is understood a consultation has been carried out with both internal and external partners and views have been sought at two strategy engagement sessions and via a questionnaire. The decision maker will need to be satisfied that these proposals properly consider the responses to consultation. The decision maker will also need to be satisfied that the consultation adheres to the general principles for consultation for proper consultation to have occurred.

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

48. The Well-Being of Future Generations (Wales) Act 2015 ('the Act') places a 'well-being duty' on public bodies aimed at achieving 7 national wellbeing 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 wellbeing

objectives designed to maximise its contribution to achieving the national wellbeing goals. The wellbeing objectives are set out in Cardiff's Corporate Plan 2021 -24.

49. When exercising its functions, the Council is required to take all reasonable steps to meet its wellbeing objectives. This means that the decision makers should consider how the proposed decision will contribute towards meeting the wellbeing objectives and must be satisfied that all reasonable steps have been taken to meet those objectives.
50. The wellbeing 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
51. 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 on line using the link below: <http://gov.wales/topics/people-and-communities/people/future-generations-act/statutory-guidance/?lang=en>

### Consultation

52. The report refers to a consultation with both internal and external partners at two strategy engagement sessions and a questionnaire. Legal Services has not had sight of any documents to be provided to care providers as part of the consultation at the time of providing of this advice.
53. If a consultation is embarked upon it must be carried out properly and conform to the established law on consultation. The decision maker must be satisfied that the consultation accords with the general principles applicable to consultation by public bodies as outlined in the case of *R v North and East Devon Health Authority, ex parte Coughlan* [2001] QB 213 (at paragraph 108),
  - 1) The proposals must be set out clearly and accompanied by enough information to enable those being consulted upon to engage in the process and give an informed view. Sufficient information to enable an intelligible response requires the consultee to know not just what the proposal is, but also the factors likely to be of substantial

importance to the decision, or the basis upon which the decision was likely to be taken;

- 2) The consultation should be undertaken when the proposals are in their formative stage;
- 3) Sufficient time to respond to the consultation must be given; and
- 4) The decision maker must approach the process with an open mind and be prepared to change course if necessary. This is not to say that the decision maker cannot have an opinion in advance of the decision, and it is not to say that the decision maker must act in accordance with the responses to consultation. The decision maker must properly consider the relevant considerations and be prepared to change the pre-held opinion if necessary.

### Equality Impact Assessment

54. In considering this matter, the Council must have regard to its public sector equality duties under the Equality Act 2010 (including specific Welsh public sector duties). This means the Council must give 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.
55. When taking strategic decisions, the Council also has a statutory duty to have due regard to the need to reduce inequalities of outcome resulting from socio-economic disadvantage ('the Socio-Economic Duty' imposed under section 1 of the Equality Act 2010). In considering this, the Council must take into account the statutory guidance issued by the Welsh Ministers (WG42004 A More Equal Wales The Socio-economic Duty Equality Act 2010 (gov.wales) and must be able to demonstrate how it has discharged its duty.

### HR Implications

56. As a result of this report there will be a need to review staffing structures. Full consultation will take place with Trade Unions and affected staff. Any changes will be carried out in line with corporately agreed processes.

### Property Implications

57. The report recommends the development of an Independent Living Wellbeing Centre. It will be important for the service to clearly define property requirements in order to undertake an assessment of potential options to inform best value for money investment proposals.
58. Strategic Estates will work with the service area to identify property options aligned with service requirements and will provide advice where required on any relevant transactional matters such as valuation, acquisition, lease and disposal.

## RECOMMENDATIONS

Cabinet is recommended to:

1. Approve the Ageing Well Strategy as set out at Appendix 1.
2. Agree to include the development of an Independent Living Wellbeing Centre as part of their budget proposals for the 2022/23 Council's Capital Budget. The final proposal for the scheme would require a full business case and would be the subject of a further cabinet report.

<b>SENIOR RESPONSIBLE OFFICER</b>	Jane Thomas Director Adults, Housing and Communities
	14 January 2022

*The following appendices are attached:*

Appendix 1 - Ageing Well Strategy  
Appendix 2 - Equality Impact Assessment