

DEVELOPMENT OF AN INDEPENDENT LIVING AND WELLBEING CENTRE.

**SOCIAL SERVICES (COUNCILLOR NORMA MACKIE/
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AGENDA ITEM: 10

Reason for this Report

1. To take forward proposals for the development of an Independent Living Wellbeing Centre, including expanded warehouse facilities for the Joint Equipment Service, a multidisciplinary Wellbeing Hub and a new Smart House demonstration centre, to further the development of preventative services and to support independent living as set out in the Council's Ageing Well Strategy.

Background

Ageing Well Strategy

2. In January 2022 Cabinet agreed the Ageing Well Strategy (The Strategy) which set out a range of actions to support older people to live well in their homes and communities.
3. The Strategy recognised the ageing of the population in the city and the need to respond to this. The projected rise in the number of older people and those living with life limiting illnesses and dementia was set out in the strategy as follow:

In the decade to 2030 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%
- The number of people that struggle with activities of daily living will increase by 17%, this will apply to 1 in 4 older people (over 65).
- Also the number of people living with dementia will increase by 30.1% and 41.1% for severe dementia.

4. These demographic changes will put increasing pressure on already overstretched services, both in terms of the number seeking help and the complexity of demand. Cardiff Council will spend more than £56 million on care and support services for older people in 2023/4 and this amount will grow significantly if preventative action is not taken.
5. The Strategy is clear that the policy decisions and actions that we take now to help people to remain independent at home could prevent these demographic trends from resulting in unsustainable demand for services while also improving the outcomes for older people in the city.
6. A key aim of the Ageing Well Strategy is therefore to support older people to live independently at home through strengths based preventative services. An important strand of this work is to improve the use of technology, equipment and adaptations to support people to be able to remain in their own homes and to prevent or reduce the need for care.
7. To support this work the Strategy proposed the development of a new Independent Living Wellbeing Centre. The purpose of this Centre would be to provide:
 - A single new location for the Cardiff and Vale Joint Equipment Stores, this service delivers equipment across the region and has outgrown its current premises.
 - A multidisciplinary hub of services to support independence, including facilities to train staff on preventative services through technology, equipment and adaptations
 - A new Smart House, to demonstrate the latest in technology and equipment to support people at home.
8. The previous Cabinet report supported the development of the Independent Living Wellbeing Centre, subject to a business case and further cabinet report. This proposal is now being brought forward for further consideration.

Issues

The Joint Equipment Service

9. One of the key drivers for the development of the new Independent Living and Wellbeing Centre is the need to find a new location for Cardiff and Vale Joint Equipment Service (JES). JES is managed by Cardiff Council on behalf of the regional partnership and delivers a vital statutory service, delivering community medical equipment to support an individual's care needs directly to their own home. The equipment that the service provides can help to reduce or prevent the need for care packages; it can support discharge from hospital and prevent admission to hospital or residential care.
10. The service holds in excess of 700 product lines within its warehouses, including profiling beds, patient lifting hoists, suction machines and commodes. The service also delivers continence products for the University Health Board. In total the service carries out 76,000 deliveries

per year, including a same / next working day service to meet emergency need, providing an essential support service to vulnerable residents across the region.

11. The Joint Equipment Service has grown rapidly in recent years, since the service commenced in 2009 demand has increased by 209%. As nearly half of all deliveries are for those aged 70 years and over, a demographic that is projected to greatly increase, the demands on the service are likely to continue to rise.
12. The service has outgrown its existing warehouse facilities and functions in six separate buildings: Two main warehouses, one in the north of the city and one in the south and four other buildings which have been acquired to ease pressure on storage of equipment, this includes 16 self-storage containers. Despite this increase the amount of warehouse space is still not sufficient for the needs of the service.
13. This inadequate and disjointed warehouse space is inefficient, with significant staff resource required to travel to collect the stock from different sites. This together with the inability to store sufficient stock is now impacting on service delivery with 162 deliveries lost each month, a 7% reduction in medical deliveries in a year. The service is now unable to meet its target to achieve 80% of standard deliveries in 5 days, with performance in the first half of 2023/4 down to 69%. If these delays continue there is a serious risk of increased hospital admission, delayed discharges, and increased requirements for both domiciliary and residential care.

Smart House and Multi-Disciplinary Working

14. A Smart House, a purpose built home that showcases aids, adaptations, and solutions for independent living, is incorporated in the JES warehouse in the North of the City. This space is also used as a facility for training health and social care staff and for carrying out individual service user assessments. The Smart House is also used as a hub for multidisciplinary working. This space in this facility is no longer sufficient and it is extensively overbooked, also the location of the Smart House is not suitable for residents of the Vale of Glamorgan due to its location, resulting in inequity of provision across the region. The limitations of these facilities are impacting on the ability to deliver the change towards preventative working that was set out in the Strategy.
15. Following an extensive period of review and market investigation which has taken place over the past 3 years, no suitable property for lease or purchase has been identified.

Proposal

16. An opportunity has arisen to build a new, fit for purpose Independent Living Wellbeing Centre, as part of the development of the Gasworks site in Grangetown. This site has been acquired by the Housing Revenue Account for the development of affordable housing, and when fully developed the site will deliver a minimum of 500 units of social housing. However one section of the land is particularly suitable for non-domestic

use and would be an excellent location for the new Centre. The location, being on the border of Cardiff and the Vale of Glamorgan, and with good transport links, will be accessible for residents of both areas and will support the timely delivery of equipment across the region.

17. The proposed Independent Living and Wellbeing Centre presents a solution to the pressing needs of the Joint Equipment Service while also providing an opportunity to develop a state-of-the-art building supporting independent living and preventative services and multi-disciplinary working.
18. It is proposed that the Independent Living and Wellbeing Centre will comprise of two integrated and complimentary elements:
 - **The Joint Equipment Service** stores and logistical operations including a new decontamination unit
 - **A Multidisciplinary Hub** for both health and social care services, including a new Smart House to demonstrate a range of technology, equipment and home adaptations and to facilitate training.

The proposals for both elements are set out below:

The Joint Equipment Service

19. The proposal will provide a warehouse of 33,518 ft² / 3,114 m² which will be 24% larger than the current facilities allowing for current need and future growth. The facility will have the advantage of being based on one site allowing for more efficient working arrangements. This new warehouse space will alleviate the space constraints currently facing the service set out above allowing for better storage solutions and logistical efficiencies.
20. The new Centre will allow for a more resilient, reactive service, improving outcomes for citizens through quicker hospital discharge and admission avoidance. It also presents the opportunity to reduce costs to the Council, by preventing or reducing the need for domiciliary care and reducing residential placements, through timely delivery of equipment. The saving from preventing this care is estimated at £434k per annum.
21. With adequate space, the service can store a wider range of products to meet the developing needs of citizens, reducing spend on costly bespoke items. An estimated saving of £30,000 per annum will be made for Cardiff as the additional space will reduce the need for one-off items and instead allow them to be added to the standard stock range. The space will also allow the service to better prepare for periods of peak demand, such as winter pressures, improving business continuity and reducing waiting and delivery times.
22. In addition to increasing warehouse facilities the new Centre will provide the opportunity to deliver an inhouse recycling service. All equipment provided by JES is loaned, and when no longer required is cleaned and recycled back into use. The cleaning of medical aid equipment prior to re-

use is currently outsourced at a cost of circa £119k per annum. The contract is held by a company based in England. Around 6,000 items of equipment annually are transported across the country cleaned and then returned. This activity generates circa 36,000 avoidable travel miles per year and generates circa 219 tonnes of CO₂.

23. It is proposed that this recycling and decontamination work would be brought in house, allowing a more cost effective and reactive service, this would realise a potential saving of £26.5k in the first year, increasing by 7% year on year. It is further anticipated that this would reduce the need to procure new items as the inhouse service would be quicker and more flexible in prioritising items that are in high demand.
24. There is an opportunity to provide the equipment recycling service through a model of supported employment, to allow those with additional needs and/or learning disability to be employed in secure, stable jobs. Only 5% of individuals with a learning disability are in employment in the UK, compared to 76% for the population as a whole, this scheme could help address this issue. Further work will be needed to ensure the viability of this model, however a similar scheme in Rhondda Cynon Taff has been in operation successfully for a number of years.
25. This co-location of the Joint Equipment Services will result in improved services, with the ability to respond to the changing needs of the region quickly both now and into the long-term future.

The Multidisciplinary Hub

26. The Multidisciplinary Hub within the new Centre would offer an additional 1,279 m² of space. This proposal includes:
 - Public facing welcome area and reception
 - Café area (servery & seating)
 - Waiting / computer areas, with community rooms and office
 - Multi-function Rooms (to hold classes and Events)
 - Kitchen area to support community groups
 - Community Rooms and Offices
 - Therapy and Consultation rooms
 - Open plan office area
 - Meeting and training rooms
27. The Centre will provide the unique opportunity to deliver a fully integrated health and social care service to support older people to live independently at home, realising one of the key aims of the Strategy. District Nursing Services, Occupational Therapy, Paediatric Therapies and Education Services already use the limited multidisciplinary space available in the JES facility. The new Centre would allow this to be greatly extended and enhanced to develop a full multidisciplinary locality working model.
28. The aim will be to bring together a combined set of skills from a range of community well-being services, social care, primary and acute health services, third sector organisations and private care providers within one co-located Hub, based within the new Centre. The Hub will be the

foundation for the provision of seamless, person-centred services focused on prevention and independent living and putting what matters to the citizen at the heart of services.

29. The proposal for the Hub will support the delivery of the Regional Partnership Board's locality working commitments and meets the aspirations of its @Home preventative programme. The services proposed for the new facility include:

- Falls Clinic – educating individuals and carers (both paid and unpaid) to maintain independence. This service would include frailty assessment and support and peer-mentoring for chronic conditions.
- Occupational Therapy and Social Work Services on site would offer advice and support and will directly prescribe equipment in individual cases.
- Expansion of the Independent Living Shop, which offers an opportunity for citizens to purchase items themselves to better support their individual needs and preferences.
- In some cases care assessments would be undertaken on site at the Smart House, identifying the right technology and equipment to support the individual and ensuring the right sizing of care provision.
- Integrated programmes such “Think Physio” would be provided on site.
- Appointments with a physiotherapist could be held in the Hub, providing an opportunity for direct referrals without the need for a GP with both the consultation rooms in the Hub and the Smart House providing excellent facilities. Immunisation, diabetes, and blood pressure clinics could be held in the facilities, enhancing the healthcare offer for the region.
- Provision for a strong third sector presence will be made in the Hub, delivering the community specific expertise needed to deliver real change. This would provide organisations such as Age UK, Hedway and Age Concern with the opportunity to have a presence within the Hub.
- Focused support groups will be held in the Hub, aimed at people living with, or caring for others with dementia; people transitioning through the stages of Motor Neuron Disease, or Multiple Sclerosis. The aim will be to provide peer/specialist support, practical advice, information alongside access to equipment/technology enabled care, which could enhance the quality of life for carers, and the cared for person.

Smart House

30. A new Smart House will be at the heart of the new development. It will be a purpose-built home, demonstrating a full suite of technology, medical aids and adaptations in a domestic setting. This state-of-the-art facility will be available to support independence across Cardiff and the Vale of Glamorgan. The accommodation will deliver additional space (280 m²) to provide a much needed expansion of the existing provision including:

- Staircases, stair lifts and residential lifts
- Kitchen
- Living rooms
- Dining rooms
- WC/Bathrooms
- A range of bedrooms

- Bariatric/Mediatric equipment solutions, demonstration, and training facilities
 - All spaces will be equipped with the most appropriate tech enabled care provision.
31. The Smart House will both support individual assessment and provide a base for specialist training. It will allow the multidisciplinary team to review the equipment and technology available and consider whether it meets the needs of their individual clients. All the items stored within the JES warehouse would also be available to the team to help them assess the best equipment to support individuals on a case-by-case basis.
 32. A wide range of training will be provided through the Smart House. It will form a central part of induction for all new staff into older persons services in Cardiff and will serve as a location for a variety of training such as the All-Wales Manual Handling Passport, Medication and First Aid training, Tech Enabled Care, Dementia Awareness any many more, embedding an ethos of strength-based practice, moving away from traditional care solutions as appropriate.
 33. The Smart House will be available as venue for training across the health and social care sector, for private care providers and third sector organisations and for unpaid carers. The centre will utilise all the latest Technology Enabled Care (TEC), to train and support staff in the use of TEC in their assessment and care planning, potentially reducing the need for some care calls, at the same time empowering the citizen to retain their independence.
 34. The Smart House will provide cross sector support to reduce the reliance on care and to support effective hospital discharge, empowering the individual and providing confidence to their family/care networks and to professionals in the alternative solutions that can be tailored to meet their needs.
 35. The longer-term aim is for the Smart House to become a Training Centre of Excellence, offering Trusted Assessor Training to prescribe equipment and adaptations. The aim will be to become an accredited provider in this training, reducing costs. The space will reflect real life environments appropriate to deliver specialist training such as bariatric moving, and handling, this is a significant and growing area of need within the region. The aim is for the Smart House to be one of the first in-house bariatric and mediatric training centres in the UK.

Café and Social Spaces

36. The development of the Independent Living and Wellbeing Centre will include opportunities for informal and relaxed interaction. Drawing people in through the provision of a café and social spaces. The space will include community rooms alongside multifunction rooms to support a wide range of group activities. These spaces will be supported by kitchen and welfare facilities offering further flexibility and autonomy. Rooms will also be available for local community groups to book for activities such as social events or exercise classes.

37. The aim will be to engage a wider range of individuals to visit the space, educating them on the technology and equipment that is readily available, supporting them to find their own solutions (both for themselves or their family/friends) and empowering them remain independent.
38. The provision of both the Wellbeing Hub, including the Smart House, and the enhanced JES facility will together form the Independent Living and Wellbeing Centre, leading the way for preventative services across Cardiff and Vale of Glamorgan.
39. A full business case for the MDT Wellbeing Hub will be developed in order to secure Welsh Government IRCF funding, this will be separate from the business case for the JES facility, and if necessary the two schemes can progress separately in phases allowing for more flexible delivery.

Options Appraisal and Business case

40. A number of options were considered to resolve the increasing requirements of the Joint Equipment Service. A full outline business case has been produced detailing the financial appraisal and options analysis. An overview is provided within the Outline Business Case Executive Summary included at Appendix 1. The options considered included:
 - Option 1 - Leasing a third warehouse to supplement current provision
 - Option 2 - Leasing a large site to co-locate all services
 - Option 3 - Purchasing a large site to co-locate all services
 - Option 4 - Building a new provision to collocate all services
41. Adding a further warehouse to the current provision as in Option 1, was not considered a viable option due to the logistical issues with operating from so many sites.
42. Despite searching for 3 years with the support of the Strategic Estates Department supported by external professional advice, no buildings of sufficient size were identified that could make Option 2 or 3 a viable option. Option 4 has therefore been chosen as the only viable option.
43. In addition to being the only option available, a new build provision on the Gasworks Site has many advantages, it offers control over the design of the building and allows for flexibility to be built in, to future proof the project against future needs. The building will deliver ongoing savings in utility costs due to the sustainability standards within the design. Co-locating the service will also allow the service to better control staffing costs and its central location and proximity to transport links will allow easy access across the region.
44. The service has worked with Arup consultants and has completed the plans to RIBA 1, including a revision of the initial proposal to ensure the most cost-effective build and to deliver the most efficient operational function both now and into the future. The specification has been developed to deliver a BREEAM standard of "Excellent", BREEAM stands

for British Research Establishment Environmental Assessment Methodology. Next steps would be to take this design further to RIBA 2 and subject to a full business case and further cabinet report, to move forward to design and planning.

45. The project does not compromise the housing aspirations of the wider Gasworks site, the land will remain in the control of the Housing Revenue Account, and the housing scheme will take responsibility for any land remediation required as part of the wider scheme. Given the potential of the site to reduce the need for disabled adaptations through the better use of equipment, and the availability of community rooms to enhance the local community offer, it is appropriate that the HRA contribute towards the scheme through the use of the land.

Costs and Funding

46. The cost of the project is estimated at £14.5m (£9.5m for the Joint Equipment Service accommodation and £5m for the MDT Hub and Smart House elements). A full breakdown of costs are detailed within the Outline Business Case. It is proposed that the Council provides the capital funding to support the development of the JES warehouse facility. It is anticipated that the costs for the Hub and Smart House will be funded through The Health and Social Care Integration and Rebalancing Capital Fund (IRCF) grant. There is agreement that that this project is a priority for the Cardiff and Vale Regional Partnership Board. There is in principle agreement that the project meets the criteria for this fund and the scheme is on the forward plan for future support, although a full business case will need to be developed to take this forward to Welsh Government for consideration.
47. The JES is a partnership with the University Health Board and the Vale of Glamorgan Council, there is currently an established Section 33 Agreement in place (a contract to provide statutory services on behalf of multiple organisations), this covers the pooled budget and sharing of overheads of the service. All parties currently contribute to buildings costs and there is an agreement in principle that this will continue. Therefore, while the Council will provide the capital for Joint Equipment Service element of the project, the partners will make a “rental” contribution and will also share utility costs.
48. In principle agreement has been given to the scheme by the partnership, all partners will be asked to reaffirm their commitment to the scheme before it progresses.

Risks of not taking action

49. The performance of the Joint Equipment Service has dropped by 4% year on year since 2021 due to the dispersed nature of the service and the lack of space to store sufficient items. Only 69% of deliveries are made within 5 working days, well below the target of 80%. Should this situation continue **2,382 people will be put at risk**, with the number increasing year on year. Of these it is estimated that:

- 420 will be directly admitted to hospital or have their discharges delayed.
 - An additional 398 palliative discharges will fail, and patients' wishes to be cared for at home for end of life will not be able to be supported.
 - 337 domiciliary care packages will either fail or need to be increased
 - 124 informal carers may fall into crisis
 - 400 people will experience risk of falls and/or health and safety issues at home, resulting in additional intervention requirements
 - 703 people will have their wellbeing and independence at home compromised.
50. This will further increase pressures on both community and hospital services for both health and social care, the potential known cost of this service failure could be approximately £749,380 per annum. This includes costs to the University Health Board (UHB) of extended hospital stays amounting to £554,800, and additional costs of £194,580 as a result of additional care packages, of which £142,729 would accrue to Cardiff Council. While the greatest direct cost will be to the UHB, it is known that long stays in hospital result in individuals becoming deconditioned and often lead to increased need for care on an ongoing basis.
51. The Independent Living and Wellbeing Centre will not only prevent these risks by providing a future proof specially designed premises for the Joint Equipment Service, it will also provide a state of the art Smart House and Wellbeing Hub, bringing together multidisciplinary services aimed at increasing prevention and supporting independence, thereby delivering a key aim of the Ageing Well Strategy and reducing the impact of the growing older population on services and budgets.
52. The Outline Business Case shows that the new build proposal will result in an estimated increase on revenue costs of £184k per annum to Cardiff Council. However as outlined above the greater effectiveness of the service will result in avoidance of social care costs of at least £434k per annum through preventative action, in addition it will remove the increased service pressure costs to social services of £143k per annum that would result if the current service failure persists .

Equality Impact Assessment and Wellbeing of Future Generations

53. A Single Impact Assessment has been completed and no issues were identified.
54. In developing the proposal, the Well-being of Future Generations (Wales) Act 2015 has been thoroughly considered and the development designed with the 'wellbeing duty' in mind. In taking the development forward, the requirement to ensure sustainability will be key in accordance with the 'sustainable development principle'. The proposal has been developed to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs.

Local Member consultation

55. Local Member consultation will take place at key points within the project design and delivery to ensure services and provisions meet the needs of local citizens.
56. In-depth consultation will be undertaken during the design phase of the project as part of the Pre-Application Consultation (PAC).

Reasons for Recommendations

57. To address the critical need of the JES service for a new building to support the statutory provision of medical equipment and continence products.
58. To develop an Independent Living and Wellbeing Centre including Smart House and Wellbeing Hub, subject to receipt of grant funding, with the aim of ensuring that support is in place to help people live as independently as possible, for as long as possible in their own homes. Fully supporting the preventative and strength-based approach to social care provision as set out in the Council's Ageing Well Strategy.

Financial Implications

59. The report sets out an Outline Business Case (OBC) following stage 1 design costings and an option appraisal exercise. In accordance with best practice a further report and Full Business Cases is to be brought back to Cabinet, were Cabinet minded to proceed to the next stage of the design process. The estimated cost of developing the FBC and next stage of the design process to secure planning permissions for all elements of the project is £500k. Opportunities are to be considered to secure grant funding towards project elements that are approved to be supported by the Health and Social Care Integrated Rebalancing Capital Fund – IRCF.
60. In the event that the project does not proceed after development of the FBC or is significantly changed in scope, there is a risk of abortive costs.
61. The Council has an approved budget of £3.9 million on a self-financing basis, to develop an independent wellbeing hub. At the end of 2021/22, a grant was received from Welsh Government of £1.100 million to support independent living solutions and allocated for this purpose as well. A total of £5 million. Following an options appraisal exercise, the preferred option is to build a bespoke Joint Equipment Store (JES), Multidisciplinary Team Independent Wellbeing Hub and Smart House. However, with initial costs significantly in excess of budget a further review of costing has taken place as part of the OBC, with the estimated capital costs of the JES element reduced to an estimated £9.5 million and the other elements being £5 million.
62. The JES is a partnership agreement formed under regulations. Initial discussions with Partners indicate that they would not be willing to contribute to Capital Costs but would be willing to pay towards revenue

costs of the facility via a rental agreement. This proposal would require Cardiff Council to take the lead and increase its overall borrowing requirement, on the assumption that income will be received from partners and existing council revenue budgets to meet operational and debt servicing costs. Any agreement would need to be formalised and agreed as part of set governance processes for the Partnership and respective partners including the University Health Board and Vale of Glamorgan Council, and cover the entire useful life of the asset to ensure the costs and benefits of any new facility are shared appropriately and does not adversely impact or leave a liability on the Council if it were to take a lead in the financing of the facility.

63. The Multidisciplinary Team Independent Wellbeing Hub and Smart House construction are proposed to be funded by external capital grant. In accordance with the established process of the funding, this will also require a full business case and the ongoing operating costs of such a facility are not yet determined for inclusion in the OBC. There should be a clear basis for ensuring the operating costs of the facility are sustainable in the short term as well as in the long term.
64. The cost of the preferred option in respect of the JES element will result in an estimated increased revenue budget cost to the Council of £185,000. The report sets out areas of future cost avoidance as well as service benefit. Annual revenue costs will need to inform the Council's Medium Term Financial Planning Process. Linked to the preventative approach outlined, this should include review of opportunities to reduce sums included in the current MTFP for demand growth, in order that they may be repurposed to support costs for any approved JES project and release wider revenue savings over the medium term.
65. Were Cabinet to approve progression of the project to Full Business Case of the JES element alone, an indicative increase of £4.5 million in the Capital Programme will need to be considered as part of the budget proposals and indicative investment programme. This would be on an invest to save basis and to be drawn down only following approval of a Full Business Case by Cabinet and all partners.
66. The FBC will need to be prepared in accordance with best practice and updated with the following: Have approval of external partners in line with their own processes and the Joint Agreement, as well as agreed contributions towards costs for certainty; Seek all opportunities for external funding; have undertaken all further due diligence set out to be actioned in the OBC; Address any VAT impacts as identified in the initial development of the proposals; Set out robust processes and data collection to ensure the benefits outlined for the project are measured and realised in order to capture any savings towards paying back the investment in the project; Ensure clarity of agreements between the rent payer and Council tax payer in respect to the proposed site which is currently held and acquired for a Housing Revenue Account Purpose.

Legal Implications (including Equality Impact Assessment where appropriate)

67. Legal services are asked to give the legal implications on 2 recommendations in relation to the development of the former Gas Works site in Cardiff. The first recommendation is to develop an Independent Living Wellbeing Centre on a site known as the Gas Works, which will be the premises for a Joint Equipment Service including a new Smart House to show case the range of provisions that can be provided to those requiring assistance, and a multidisciplinary Wellbeing Hub so that the Council is working within the Ageing Well Strategy. The reasons for recommending the former Gas works site is that out of all 4 options given it is thought to be the cost effective and viable option.
68. Apart from the Ageing Well Strategy the 'Social Services and Wellbeing (Wales) Act 2014', and 'Social Services (Wales) Act 2016' (which considers and assists an individual's need for care and/or support, (in particular support for unpaid carers) must be taken into account due the duties that it bestows on the Council. With regard to the situation of an affordable service and site, Cardiff has been impacted by the current economic situation, (like everywhere else), however Option 4 of the Options Appraisal and Business Case is the favoured option as it is considered to be the most sustainable and feasible option to proceed with. Detailed legal advice should be sought on the proposed procurement strategy and any proposed procurement route.

Legal Property

69. The former Gas Works site is currently owned by the Council and does not raise any immediate implications relating to property transactions. The site is currently being developed for meanwhile housing and it is expected that the service area will have therefore undertaken extensive investigations as to the suitability of this land for this proposal.
70. Should the completed development require an appropriation of part of the site from the Housing Revenue Account to General fund, the Council has powers to do so where it is satisfied the land is no longer required for its current purpose pursuant to s.122 of the Local Government Act 1972. This may be dealt with under the scheme of delegation where the value land to be appropriated is less than £1m.

Grant conditions

71. It is noted that part of this project will be funded by grant and accordingly the directorate should satisfy itself that it can comply with the same before proceeding.

Equality and other public duties

72. In considering this matter the decision maker must have regard to the Council's duties under the Equality Act 2010. Pursuant to these legal duties Councils must, in making decisions, have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. Protected characteristics are: (a) Age, (b) Gender reassignment, (c) Sex,

(d) Race – including ethnic or national origin, colour or nationality, (e) Disability, (f) Pregnancy and maternity, (g) Marriage and civil partnership, (h) Sexual orientation, (i) Religion or belief – including lack of belief.

73. The purpose of the Equality Impact Assessment is to ensure that the Council has understood the potential impacts of the proposal in terms of equality so that it can ensure that it is making proportionate and rational decisions having due regard to its public sector equality duty. The decision maker must have due regards to the Equality Impact Assessment in making its decision.
74. Regard should be taken to the Council's wider obligations under the Social Services and Wellbeing (Wales) Act 2014; the Wellbeing of Future Generations (Wales) Act 2015; the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards.

Social Services and Well Being (Wales) Act 2014

75. In considering this matter, the decision maker must have regard to the Council's duties pursuant to the Social Services and Well Being (Wales) Act 2014. In brief the Act provides the legal framework for improving the well-being of people who need care and support and carers who need support and for transforming social services in Wales
76. **The Well-Being of Future Generations (Wales) Act 2015 ('the Act')**, which 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.
77. 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's Corporate Plan (2023-2026). 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.
78. 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
79. The decision maker must be satisfied that any decision proposed or otherwise 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>

HR Implications

80. The proposal seeks Cabinet approval for the development of a single Independent Living Wellbeing Centre, including expanded warehouse facilities for the Joint Equipment Service, a multidisciplinary Wellbeing Hub and a new Smart House demonstration centre.
81. The Joint Equipment Service currently has two sites within Cardiff; Llanishen and West Point, Penarth Road. The development of the new Independent Living Wellbeing Centre would create a single new location for services at the Gasworks site in Grangetown, Cardiff. All employees who are currently based at either Llanishen or West Point would be required to transfer from their current work location to the new Independent Living Wellbeing Centre.
82. Paragraphs 21 and 22 of the report outlines the proposal that recycling, and decontamination work would be brought in-house, allowing a more cost effective and reactive service. As this work is currently outsourced to an external contractor, further information would need to be sought on the current contractual arrangements and future arrangements to ascertain if the “Transfer of Undertakings (Protection of Employment) regulations 2006” (as amended) would apply in these circumstances. TUPE can apply if current outsourced activities or services are brought in-house (in-sourcing). If TUPE is considered to apply, employees currently engaged in this activity or service would transfer to the Council as the incoming employer.
83. Following consideration of the TUPE regulations as outlined in paragraph 82, in such circumstances where TUPE is considered not to apply; the service would not be able to support the new elements of the in-house recycling and decontamination work within existing staffing resources. Therefore, this would necessitate the creation of new posts to provide the service in house and further consideration would need to be given to the number of resources required and the associated costs.
84. The culture, health, wellbeing and engagement of employees is vitally important to keep the workplace safe and healthy, and our workforce engaged and resilient. Engagement with employees and trade unions regarding the proposed changes will need to continue to ensure that employees affected by the change of work location are kept up to date on the development of the new Centre.

85. The Trade Unions have been consulted on the information within this report and there will be ongoing engagement and consultation on the proposed development.

Property Implications

86. SED have worked closely with the service area on all elements of the JES site search. Supported by external professional advice, the service area defined a clear site requirement including criteria such as size, location, configuration, value and availability. This was used to inform a search of potential suitable land and property options within the Cardiff area. The results of the search, once filtered according to the agreed criteria, identified only one building that may have been potentially suitable for conversion. However initial enquires with the landlord revealed that only a short-term occupation could be offered on a leased basis. Therefore the site was eliminated from further consideration.
87. Analysis of the search exercise by the JES project team concluded no privately owned sites available on the market were suitable for lease or purchase that met the agreed criteria of availability, configuration, value and location.
88. The JES service is delivered in partnership with Cardiff and Vale Health Board and also the Vale of Glamorgan Council. As a consequence the location criteria specified a South West Cardiff location for the new site. The potential JES site identified at the Gas Works meets the location criteria for the service, with good transfer links to the Vale.
89. The Gas Works site was originally acquired by the Council for Housing use and is currently vested in the HRA. The JES constitutes a General Fund use and therefore, should land at the Gas Works site ultimately be selected for JES development, it will be important to ensure an adequate mechanism is implemented, for example a Service Level Agreement, that fully considers the process and implications of achieving best value in reference to the land used.
90. Furthermore, if land at the Gas Works is selected as appropriate to develop the JES, and at some future date is then no longer required or declared surplus to JES requirements, it will be important for the business case to acknowledge the management of dilapidations or other related make good costs. This is due to the JES being a very service specific facility which may require additional investment in future years to finance conversion to potential alternative uses more aligned to the original land purchase intent.
91. The JES service model references a partnership with the NHS and the Vale of Glamorgan Council. It will be important for the business case to clearly articulate the nature of the partnership including any assumptions relating to the future lease of space in the (Cardiff Council owned) JES building with reference to any rent and service charge expectations, and the general regularisation of the landlord and tenant arrangements.

92. Where the Council is required to undertake property valuations, transactions or appraisals required to meet service objectives, they should be managed in accordance with the Council's Asset Management processes and in consultation with relevant service areas and professional teams as appropriate.

RECOMMENDATIONS

Cabinet is recommended to:

1. Approve in principle the proposals for the development of an Independent Living Wellbeing Centre to provide sustainable premises for the Joint Equipment Service together with a new Smart House and multidisciplinary Wellbeing Hub, in line with the aims set out in the Ageing Well Strategy.
2. To agree to proceed to detailed design stage for the Independent Living and Wellbeing Centre, the full business case for the development will be the subject of a further Cabinet report.

SENIOR RESPONSIBLE OFFICER	Jane Thomas Director Adults, Housing & Communities
	8 December 2023

The following appendices are attached:

Appendix 1 – Outline Business Case Executive Summary

Appendix 2 - Single Impact Assessment

The following background paper has been taken into account:

Outline Business Case