



## SOCIAL SERVICES SCRUTINY COMMITTEE – 20<sup>TH</sup> OCTOBER 2020

**SUBJECT: CAERPHILLY CARES**

**REPORT BY: CORPORATE DIRECTOR SOCIAL SERVICES AND HOUSING**

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### 1. PURPOSE OF REPORT

- 1.1 To seek approval to develop the existing Buddy Scheme and Community Regeneration Legacy into the Caerphilly Cares service, which aims to ensure people receive the right support, in the right place, and right time, using a single point of contact through a triage system.
- 1.2 To establish a universal gateway model that provides a central coordination and response team that understands the different needs of individuals at risk or suffering from disadvantage. Providing advice, support and signposting through strength-based assessments to internal and external support services, to enable them to become more resilient and live as independently as possible through a strength based, community centred model and incorporate it into the Caerphilly Cares provision as part of a phased approach to developing an integrated end to end journey through internal and external services for 'at risk' customers.
- 1.3 To create the conditions for community assets to thrive and create a balance between service and community support by removing any barriers and for our services to work alongside communities in ways that are empowering, engaging and meaningful. To stimulate collaborative working within the Council and with partners and, above all, put communities at the heart of what we do.

### 2. SUMMARY

- 2.1 *'Pandemic recovery is a complex and long running process that will involve many agencies and participants. The way processes are undertaken is critical to their success. **Recovery is best achieved when the affected community is able to exercise a high degree of self-determination.***' Recovering from Emergencies; UK Government 2010.
- 2.2 As cited in 'The Front Door' to Adult Social Care, Auditor General for Wales' report, often authorities do not know where gaps in provision lie which has resulted in an inconsistent distribution and provision of services. Even where effective services exist, poor co-ordination between services and organisations can also limit their effectiveness.
- 2.3 As a result of the pandemic our communities will suffer from economic, health and other social challenges. Well-being issues and inequalities existed in our communities before the pandemic, which has only served to exacerbate these and the coming months could prove

particularly difficult after furlough ends. However, conversely, the lockdown also resulted in strengthening of resilience both individually and at community level. Local activities are vital to supporting wellbeing, with new and existing local groups picking up the mantle. Support for these groups is crucial moving forward and should be seen, very much, as part of the offer of support.

- 2.4 The current crisis has provided the Council with an opportunity to harness, support and expand the community resilience demonstrated in many communities across the borough. It provides opportunities for meaningful dialogue with vulnerable people, to assess service and support needs and coproduce services designed to promote long term independence.
- 2.5 This report outlines the reasons for establishing the proposed Caerphilly Cares model as well as the learning from the buddy scheme to date. It explains the model proposed as well as the plans for the transition of the buddy scheme within this model and it makes some recommendations for decision.

### **3. RECOMMENDATIONS**

3.1 It is recommended that Scrutiny:

- Note the information contained in this report.
- Endorse the establishment of a Caerphilly Cares service.
- Note the intended allocation of £130k of funding as outlined in the financial implication 10.1 to of this report to develop a Caerphilly Cares Central team.
- Note the intended allocation of £155k of funding to enhance the Caerphilly Housing Tenancy Support team to provide financial advice to all residents.

### **4. REASONS FOR THE RECOMMENDATIONS**

The crisis has seen some people present themselves to the Council for the first time. Individuals have requested support directly due to COVID-19 but also people have been identified with unmet need who have previously 'fallen through the net'. It has also identified individuals who are having multiple service interventions, which require them to 'tell their story' multiple times and the support provided is often not joined up or coordinated, which can be frustrating for the recipient. We anticipate individuals, families and communities will further suffer as a result of the pandemic. Caerphilly Cares provides a new opportunity to re-examine how services and activities are provided and shape our support around the individual and their needs, whilst gathering customer data and intelligence by offering a single point of contact to the Council and a personalised journey of support that is timely and relevant to their needs.

### **5. THE REPORT**

- 5.1 Local Government has an important role in building confident and connected communities as part of its efforts to improve resilience, wellbeing and reduce inequalities. Community life, social connections and having a voice in local decisions are all factors that underpin wellbeing and resilience; however, inequalities persist, and many people experience the effects of disadvantage, social exclusion or lack social support. Community-centred approaches directly address the marginalisation and powerlessness caused by entrenched inequalities.
- 5.2 This approach to delivering services is about mobilising assets within communities. Assets such as skills, knowledge and social networks, are the building blocks and should not be ignored. A sole focus on community needs and deficits limits the options available and sometimes increases stigma by labelling people with problems. Community engagement and

outreach is a vital component of behaviour change interventions and the support from peers who share similar life experiences can be a powerful tool for improving well-being and resilience.

- 5.3 Wellbeing is a key concept for a functioning and flourishing society and community life, social connections, and active citizenship are all factors that enhance wellbeing. Thinking about how to enhance the informal ways people connect with others and how services offer assistance opens up the possibilities for positive change. A flow of new ideas and intelligence from local communities is needed to give a full picture of what works and what is needed.
- 5.4 Community-centred approaches are not just community-based, they are about mobilising assets within communities, promoting independence and increasing people's control over their own lives. This is a key strand within the Council's Strategic Recovery Framework. Principle four aims to wrap support around individuals and communities to enable them to help themselves prosper and grow. The model is proposed to improve well-being and resilience, grouped around four different themes:
1. Access to resources – where approaches connect people to services, community resources and practical help and signpost to internal and external support services to enable people to become more resilient and live as independently as possible.pa
  2. Strengthening communities – where approaches involve building on community capacities to take action together. Community development is a professional intervention that gives communities the tools and opportunities to exert greater control over the conditions and factors that affect their lives. It builds the confidence of local people to participate in meaningful discourse with service providers to develop a long-term vision for successful regeneration through the sense of ownership of a community's problems.
  3. Volunteer and peer roles – where approaches focus on enhancing individuals' capabilities to provide advice, information and support or organise activities around health and wellbeing in their or other communities. Corporate volunteering has a clear role to play, identifying where one to one support can promote independence
  4. Collaborations and partnerships – where approaches involve communities and local services working together at any stage of planning cycle, from identifying needs through to implementation and evaluation
- 5.5 The Community Regeneration team is responsible for facilitating and coordinating community regeneration activity across the borough by identifying and designing solutions to the complex needs of deprived communities through collaboration with Council departments and external partners. The team is responsible for the delivering programmes within the Welsh Government funded Children & Communities Grant including the Communities for Work Plus and Legacy programmes, in addition to the European Social Fund (ESF) flagship Communities for Work programme in partnership with the DWP.

The Legacy team currently delivers across 8 priority areas of the borough: Rhymney, Phillipstown, Fochriw, Park Estate (Bargoed), Cefn Hengoed, Graig-y-Rhacca, Lansbury Park and Ty-Sign, working with residents on identifying and developing community lead projects and providing cross-partner services to address localised issues. The team also provides support, advice, signposting and referrals for individuals through a triage system, which since the pandemic has included foodbanks and more recently the Buddy scheme.

## 5.6 The Proposal

The Social Services and Well-being (Wales) Act 2014 will underpin the proposal and its delivery, including but not limited to, providing support at the earliest point to reduce the need for statutory intervention and helping people to help themselves. Ensuring the 'what matters conversation' is intrinsic to all referrals so the support offered is relevant and directed by the individual not the professional deciding what someone needs.

Caerphilly Cares will provide a new approach to service provision providing a changing perspective on building bridges with communities, mobilising individual and community assets, and enabling a process of co-production, with individuals as active agents in their own lives. Integrating all strands referenced in 5.4 would enable and support

- Easier and earlier identification of vulnerable people in communities
- Better engagement
- Identification of new service needs in communities
- The opportunity to build on and expand community and voluntary support
- Mobilisation of community assets in empowered co-production
- The Resilient Communities strand of the Public Service Board's (PSB) work

The long term vision is for a much larger range of services to work collaboratively 'under the umbrella' of Caerphilly Cares to support early intervention and prevention to meet the needs of all residents in Caerphilly borough with a focus on reducing inequalities and supporting the most vulnerable in our borough. There is no requirement necessarily to move services from their area of expertise. The proposal is to provide an environment for effective communication and coordination, developing a matrix management structure, changing organisational values and systems to develop a model that puts the needs of residents at the heart of service delivery. Creating a single point of contact and streamlining responses through a universal gateway and triage service.

**The Universal Gateway** - It is impossible for everyone to know about all the services available to support people's wellbeing in Caerphilly. This model will provide a front door to services via a central coordination and response team to provide a single point of contact for information, advice and assistance to ensure that residents' needs are met appropriately. This enables people to tell their story once and ensures their voice is central to the what matter's conversation. (The flow chart on page 5 provides a diagram of this model)

**I think someone I know may need advice and support**

**I think I may need advice and support**

#### Caerphilly Cares Gateway

Provide a universal, Single Point for contact and referrals via telephone number and web referral form into a triage team

#### A 'What Matters Conversation' to Assess Needs

A skilled way of working with individuals to establish the situation, their current wellbeing, what can be done to support them and what can be done to promote their resilience

#### Referral and Signposting to Preventative Support Services

Signposting to a range of services both internal and external agencies including community support. From a 'little bit of advice and help' to potential referral to Statutory Services

#### Customer Journey and Feedback

Maintain a quality assurance model for the customer journey with checks to ensure all available support has been provided, including customer engagements to gather views on the service and how it could be improved or inform gaps in service

#### Monitoring & Evaluation

- Total number of contact and referrals
- Number of referrals to and from IAA
- Number of contacts made by those on Furlough
- Number of Employment Support referrals
- Number of proactive welfare benefit and reduced water tariff checks undertaken
- Number of residents entitled to additional income and value of additional income
- Number of reactive crisis referrals received and value of income gained as a result of the referral
- Case Studies to measure customer journey

**The Triage Team** will consist of experienced staff, who are able to undertake a diagnostic and triage service using motivational interviewing techniques and strength-based assessments. It would mirror the Information Advice and Assistance team (IAA) provision within Social Services for those who do not require statutory intervention. Having the 'what matters conversation' with those accessing the front door, providing advice and signposting to the most appropriate service for their needs. Discussions with the Social Services Information Advice and Assistance team (IAA) has identified that collaborative working and an effective referral process with Caerphilly Cares would ensure those who have unmet need are appropriately referred to IAA and those not eligible are signposted to preventative services.

Often people have a wide range of complex interconnected issues requiring multiple interventions and support mechanisms. The triage system would ensure coordinated wrap around support was provided, encouraging services to work collaboratively with the customer at the heart.

Depending on need referrals and signposting would be made to a range of internal and external support services. However, where relevant, links to community provision and volunteer support will be encouraged, either instead of or as well as organisational support. Connecting with your community and developing social connections are all factors that enhance wellbeing, enhancing the informal way people connect with others, with services offering assistance rather than being the sole source of support.

A phased and incremental approach to the provision is required initially to ensure that volume and demand can be managed, and the required implementation steps are developed. The steps required would be to:

- Map the availability of services, utilising Dewis, to better understand current levels of provision and identify gaps and duplication.
- Agree a data sharing protocol between service elements
- Build virtual contact and referral points
- Work with partners to improve data to evaluate the impact of services on individuals and the communities more generally.
- Develop a central data base of contacts and customer journey recording
- Develop a quality assurance model for the customer journey with checks to ensure all available support has been provided, including customer engagements to gather views on the service and how it could be improved.
- Develop a monitoring and evaluation process that measures both outputs and outcomes.

It is difficult to anticipate what the balance between demand and resources would look like, therefore it is proposed we initially offer this service for those currently in and requesting buddy support, bringing together the existing buddy and foodbank referrals process, extending it to those being supported by the Job Retention Scheme and those who could be asked to shield with no other forms of support.

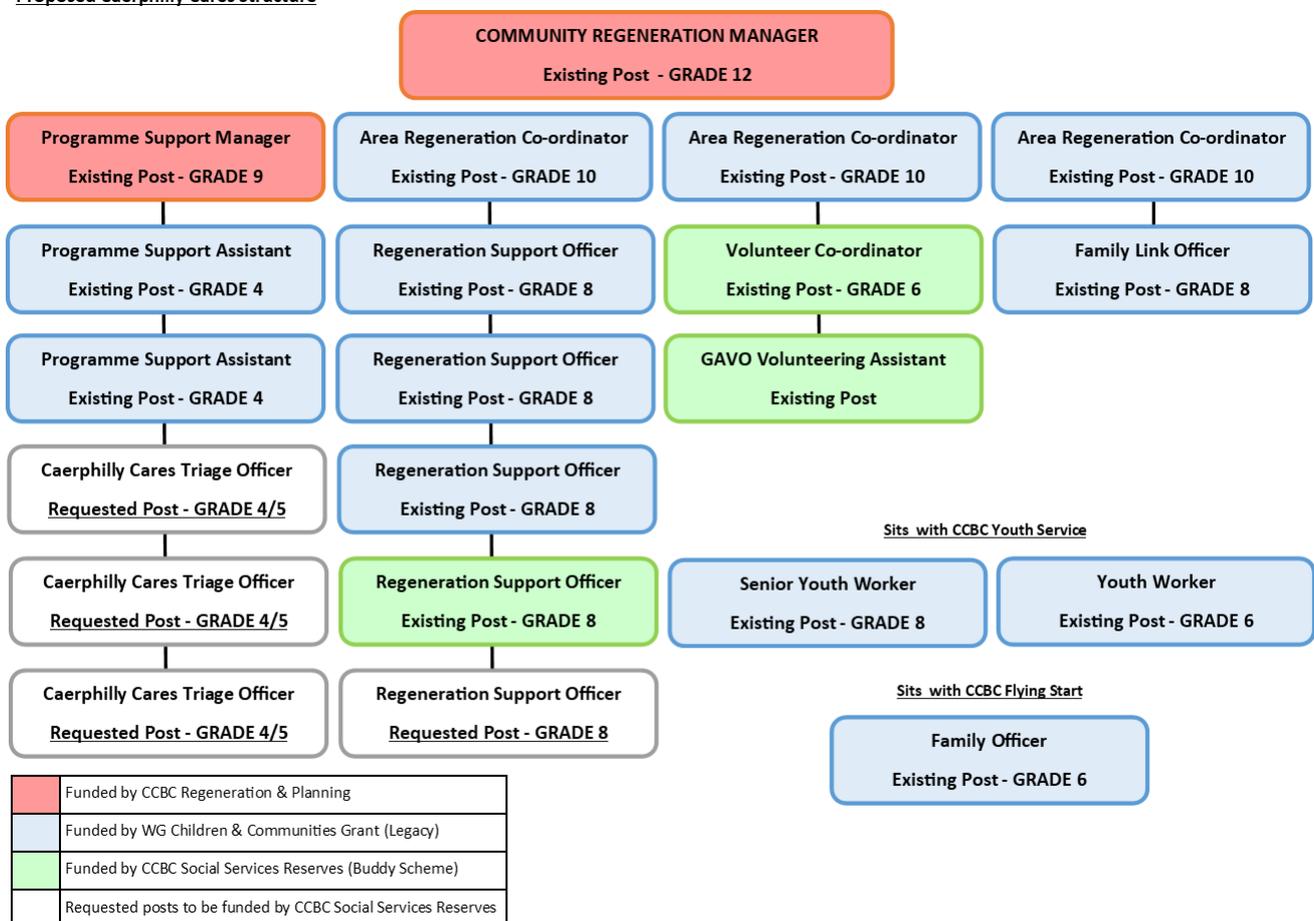
The proposal is that the Community Regeneration team that includes the Welsh Government's Children and Communities Grant funded Legacy team becomes the Caerphilly Cares team. The team already delivers against the principles outlined in the Strategic Recovery Framework in addition to the experience of providing a triage system, which has included foodbanks since Lockdown, and more lately the buddy scheme. It is proposed that the team could be enhanced

with an additional three members of staff, who on rotation could ensure the service is more widely accessible as outlined above. These roles would also provide valuable administrative support including maintaining the data base of those referred and the directory of services.

The team would provide the essential link to the communities, whilst widening their scope to build on the positives and strengths, providing advice and practical support needed to enable communities to start and continue their activities safely. They would also be part of the mechanism, working collaboratively with the Community Connectors, to link individuals coming through the triage process to relevant and meaningful community groups and activities. In addition, facilitating the links between Corporate volunteering, wider volunteer support and the Caerphilly Cares Service. When it is safe to do so they will re-open the community hubs, which act as a physical front door to the Council and wider partners. It is proposed an additional Regeneration Support Officer could widen this provision and enable a more enhanced level of support across the borough.

Proposed Staff Structure:

Proposed Caerphilly Cares Structure



Additional Financial and Employment Support

It is anticipated that extending the point of contact to those on Furlough will increase the number of referrals for financial advice and employment support. There are currently 22,000 people in Caerphilly borough on Furlough. The Welsh Government has provided an additional £190,000 to Caerphilly County Borough Council to support those at risk of redundancy to re-train and seek alternative employment through the Communities for Work Plus programme.

The triage team in Community Regeneration already works collaboratively with Caerphilly Housing Tenancy Support making referrals to them for financial support as well as receiving them for a wide range of additional support, including Employment. It is imperative that the links between Caerphilly Cares, Employment Support, Adult Education and Caerphilly Homes Tenancy Support is enhanced as a matter of urgency to ensure the support for those being made redundant is holistic and no one 'slips through the net'

Caerphilly Housing Tenancy under the Caerphilly Cares umbrella is proposing to develop a two-fold approach to financial support for "at risk" residents referred from the gateway. It will react to their immediate crisis as well as taking a proactive approach, using key datasets from the Council benefits system to identify residents not claiming their full entitlement to benefits.

Since 2012 a similar model of financial support has been offered to tenants by the Caerphilly Housing service. This model has shown vulnerable tenants are often unaware of their entitlement to fully claim a range of benefits, and over 1 million in extra income was generated for tenants during 19/20 financial year.

A sample of residents was recently contacted as part of the Caerphilly Cares financial support model and of those contacted 41% were entitled to additional income. This ranged from reduced water tariffs to and entitlement to attendance allowance/carers allowance/personal independence payments.

## 5.7 **Conclusion**

The crisis has provided an opportunity to harness, support and expand the community resilience demonstrated in many communities across the county borough. It provides opportunities for meaningful dialogue with communities and provide a streamlined service that directly responds to the needs of our residents and communities. Both facets support Team Caerphilly: Better Together.

The legacy and learning will also be important in the context of the Team Caerphilly Transformation Strategy and other strategic and partnership aims, including working better with and empowering communities and developing proud and trusted staff. This is a key element of the Council's Strategic Recovery Framework – Principle 4.

## 6. **ASSUMPTIONS**

- 6.1 We anticipate our communities will suffer from economic, health and other social challenges as a result of the pandemic and this proposal provides an opportunity to shape our support around the individual and their unique needs. In addition the level of need and subsequently the number of people who present themselves to the Council is likely to increase with the changes being introduced on 1<sup>st</sup> November 2020 to Furlough, as well as the requirement to self-isolate for those who are self-employed, on zero hours contracts or only eligible for statutory sick pay. In addition to those who may be asked to shield again.

## 7. **LINKS TO RELEVANT COUNCIL POLICIES**

- 7.1 Strategic Recovery Framework – Principle 4 – Caerphilly Cares

### 7.2 **Corporate Plan 2018-2023**

WBO1 IMPROVE EDUCATION OPPORTUNITIES FOR ALL- Caerphilly Cares would promote lifelong learning and non-traditional learning pathways.

WBO2 ENABLING EMPLOYMENT- Caerphilly Cares would refer to internal and external employability support programmes

WBO6 SUPPORT CITIZENS TO REMAIN INDEPENDENT AND IMPROVE THEIR WELL-BEING- Caerphilly Cares would promote personal resilience.

## **8. WELL-BEING OF FUTURE GENERATIONS**

8.1 The Caerphilly Cares proposal supports the following Well-being Goals within the Well-being of Future Generations Act (Wales) 2015:

A resilient Wales  
A healthier Wales  
A more equal Wales  
A Wales of cohesive communities

8.2 The Well-being of Future Generations (Wales) Act 2015 sets out the sustainable development principle against which all public bodies in Wales should assess their decision-making. The aim of the legislation is to ensure the well-being of future generations through maximising the contribution public bodies make towards the well-being goals. The principle is also known as the five ways of working and the following are relevant in relation to this report:

The impact on society from Covid will be with us for a long time and this model of delivery provides intervention and support based around the individual needs

PREVENTION- Caerphilly Cares would take a front-line early intervention and preventative approach to support for disadvantaged and vulnerable people.

INVOLVEMENT- Caerphilly Cares would involve individuals in their journey starting with what matters to them and communities in identifying their own needs and services.

LONG TERM- Long term we know that the financial impacts of COVID will be felt for several years to come and that the most vulnerable residents are likely to be affected disproportionately.

COLLABORATION- Services will work collaboratively to meet the needs of all residents in Caerphilly borough with a focus on reducing inequalities and supporting the most vulnerable in our county borough

INTERGRATION- Integration across services and Directorates is likely to provide the most holistic level of support.

## **9. EQUALITIES IMPLICATIONS**

9.1 There is extensive evidence that connected and empowered communities are healthy communities. Social exclusion is more prevalent in those who are disadvantaged and other vulnerable groups. The service must be carefully planned so that all referrals are supported to remain connected within their communities and are helped to build up their personal resilience.

## **10. FINANCIAL IMPLICATIONS**

10.1 The proposed costs to introduce this service is approximately £312,000 per annum as follows.

- Three additional Triage Officers: (Based at a top of a Grade 4) £25,615.74 x 3 = **£76,847.22**
- One additional Regeneration Support Officer (Based at a top of a Grade 8) = **£40,763.27**
- Programme/Staff Costs (Travel, Staff Training, IT Set Up etc.) = **Circa £12,389.51**

#### **Housing (additional resources)**

- Four additional benefits maximisation officers (Based at top of scale 7) = **£144,808**
- Re grade of Team Leader with joint line management responsibility for tenancy support officers (Housing) and Caerphilly cares financial support teams = **Difference grade 8 top and grade 9 top £4,413** **Staff costs (staff training, IT set up etc) £6,000**

- 10.2 The first option would be to use underspends from the current years Children and Communities Grant (CCG), subject to Welsh Government approval until 31<sup>st</sup> March 2021 and explore opportunities to utilise this grant to fund the service from 1<sup>st</sup> April 2021 to March 31<sup>st</sup> 2022.
- 10.3 The second option would be to utilise Social Service reserves.
- 10.4 However if these funding streams aren't available in the long term would Cabinet be minded to endorse a growth bid to support the development of this service.

### **11. PERSONNEL IMPLICATIONS**

- 11.1 The Community Regeneration Team has indicated that they have the requisite skills to develop and manage the Caerphilly Cares service subject to additional staff as set out above. Some minor amendments will be needed to Job Descriptions to align to the needs of the Caerphilly Cares model.

### **12. CONSULTATIONS**

- 12.1 This report has been sent to the Consultees listed below and all comments received are reflected in this report.

### **13. STATUTORY POWER**

- 13.1 None.

Author: Tina McMahon, Community Regeneration Manager

Consultees: Christina Harrhy, Chief Executive  
 Dave Street, Corporate Director Social Services and Housing  
 Ed Edmunds, Corporate Director Education and Corporate Services  
 Mark S Williams, Interim Corporate Director Public Services  
 Cllr Eluned Stenner, Cabinet Member for Finance, Performance and Customer Services  
 Cllr Shayne Cooke, Cabinet Member for Social Care  
 Sue Richards, Head of Education Planning and Strategy, Finance  
 Rhian Kyte, Head of Regeneration and Planning  
 Rob Tranter, Head of Legal Services/Monitoring Officer  
 Steve Harris, Head of Financial Services & S.151 Officer

Lynne Donovan, Head of People Services  
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Kath Peters, Corporate Policy Manager  
Anwen Cullinane, Senior Policy Officer (Equalities, Welsh Language and Consultation)

Background Papers: None