



# Public Document Pack

## Cambridge City Council

### COMMUNITY SERVICES SCRUTINY COMMITTEE

*Despatched: Wednesday 8 January 2014*

**Date:** Thursday, 16 January 2014  
**Time:** 1.30 pm  
**Venue:** Committee Room 1 & 2 - Guildhall  
**Contact:** Toni Birkin **Direct Dial:** 01223 457013

### SUPPLEMENTARY AGENDA

Notification of a Key Decision not included in the  
Forward Plan published on 1 December

(Regulation 10 - The Local Authorities [Executive Arrangements] [Meetings and  
Access to Information] [England] Regulations 2012)

This item relates to a key decision that has not been included in the Forward Plan published on 1 December. However, it is impractical to defer the key decision being taken until it is included in the next Forward Plan published on 1 February as it was deemed necessary to report the matter to the Scrutiny Committee on 16 January and for the decision to be taken by the Executive Councillor for Housing.

The Chair and members of the Scrutiny Committee were notified of the need  
to take this key decision on 6 January.

12a **Supporting People Community Budgeting Model for Older People in  
the City**

# Information for the Public

**Location** The meeting is in the Guildhall on the Market Square (CB2 3QJ).

Between 9 a.m. and 5 p.m. the building is accessible via Peas Hill, Guildhall Street and the Market Square entrances.

After 5 p.m. access is via the Peas Hill entrance.

All the meeting rooms (Committee Room 1, Committee 2 and the Council Chamber) are on the first floor, and are accessible via lifts or stairs.

**Public Participation** Some meetings may have parts that will be closed to the public, but the reasons for excluding the press and public will be given.

Most meetings have an opportunity for members of the public to ask questions or make statements.

To ask a question or make a statement please notify the Committee Manager (details listed on the front of the agenda) prior to the deadline.

- For questions and/or statements regarding items on the published agenda, the deadline is the start of the meeting.
- For questions and/or statements regarding items NOT on the published agenda, the deadline is 10 a.m. the day before the meeting.

Speaking on Planning or Licensing Applications is subject to other rules. Guidance for speaking on these issues can be obtained from Democratic Services on 01223 457013 or [democratic.services@cambridge.gov.uk](mailto:democratic.services@cambridge.gov.uk).

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<https://www.cambridge.gov.uk/speaking-at-committee-meetings>

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**Filming,  
recording  
and  
photography**

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<http://democracy.cambridge.gov.uk/ecSDDisplay.aspx?NAME=SD1057&ID=1057&RPID=42096147&sch=doc&cat=13203&path=13020%2c13203>.

**Fire Alarm**

In the event of the fire alarm sounding please follow the instructions of Cambridge City Council staff.

**Facilities for  
disabled  
people**

Level access to the Guildhall is via Peas Hill.

A loop system is available in Committee Room 1, Committee Room 2 and the Council Chamber.

Accessible toilets are available on the ground and first floor.

Meeting papers are available in large print and other formats on request prior to the meeting.

For further assistance please contact Democratic Services on 01223 457013 or [democratic.services@cambridge.gov.uk](mailto:democratic.services@cambridge.gov.uk).

**Queries on reports** If you have a question or query regarding a committee report please contact the officer listed at the end of relevant report or Democratic Services on 01223 457013 or [democratic.services@cambridge.gov.uk](mailto:democratic.services@cambridge.gov.uk).

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To: Executive Councillor for Housing (and Deputy Leader): Councillor Catherine Smart  
Report by: Head of City Homes  
Relevant scrutiny committee: Community Services Scrutiny Committee 16/1/2014  
Wards affected: All

## **SUPPORTING PEOPLE COMMUNITY BUDGETING MODEL FOR OLDER PEOPLE IN THE CITY**

### **Key Decision**

#### **1. Executive Summary**

- 1.1 The City Council has been invited to work in partnership with the County Council to deliver a district wide support service to all older people in Cambridge. Effectively, this means that the City will not be required to tender for this contract and instead, enter into a Co-Operation Agreement to deliver this service for the next 4 years.
- 1.2 In June 2012, the City Council's Housing Management Board agreed to grant permission to the Director of Customer & Community Services to enter into a contract with the County Council to deliver support to older people in accordance with the County's specification.
- 1.3 As the new co-operation agreement has changed to a tenure neutral support service, consideration now also needs to be given to the proposals by members of Community Services Scrutiny Committee, prior to any decision by the Executive Councillor for Housing.

#### **2. Recommendations**

The Executive Councillor is recommended:

- 2.1 To authorise the Director of Customer & Community Services, subject to both financial and operational viability, to enter into a co-operation agreement with the County Council to deliver support services for older people across the district.

### **3. Background**

- 3.1 As mentioned above, in June 2012, the City Council's Housing Management Board (HMB) considered, and the Executive Councillor for Housing approved delegation to the Director of Customer & Community Services to enter into a contract for the provision of support for older people in accordance with the tender specification issued by the County Council.
- 3.2 Since then, in May 2013, the County Council advised each support provider across the city that it intended to let 5 tenure neutral district based contracts for older people's support across the County. This means that successful bidder would provide support to both residents in sheltered housing schemes as well as to those living in their own homes.
- 3.3 In Cambridge, the City Council is the main provider of supported sheltered housing and as such the largest contractor had the County Council tendered the contract. In addition, the City Council has been providing support for older people in the wider community through its 60+ service for 4 years and so are possibly the most experienced landlord and support provider in the city to deliver this new service.
- 3.4 As HMB is constituted to make decisions with regard to council tenants, the decision to provide support in the wider community and to other residents of the City is a matter for Community Services to debate.
- 3.5 In the autumn 2013, the County Council advised, having considered its options that they would not be tendering in either South Cambridgeshire or Cambridge City, but would instead seek to enter into a partnering agreement for the delivery of support services in these two districts where the local authority was also the stock retaining landlord.
- 3.6 The County Council's proposal is to deliver needs based support to the City Council's existing tenants in our sheltered housing (468 properties) and the schemes of 8/9 other providers (233 properties), expanding the service into the community once the transitional period of re-assessment of need has been completed.
- 3.7 The County Council anticipate paying a fixed sum of £180,000 per annum for a 4 year service level agreement, with the potential for the TUPE transfer of two members of staff from the other organisations, which the City Council would seek to be recompensed for in addition

to the proposed service level agreement sum. The City Council currently receives up to £219,630 for the provision of both support and alarm services in its own sheltered housing.

- 3.8 In deciding the appropriateness of whether City Homes should deliver the city wide service, a number of factors need to be considered, including whether the City Council should withdraw from the County's plans and instead provide 'enhanced housing management' services to its own tenants "in house", allowing the County Council to tender the support contract formally. This would mean the City Council withdrawing from the direct provision of support, with a third party provider supporting our tenants. The alternative would be to work with the County Council to deliver a city wide service, which carries risks, but is most in line with our current support model for older people.
- 3.9 Delivering services within the city as proposed by the County Council presents a number of challenges, including the increased risks associated with providing services to a wider client group, the salary costs, and employment liabilities of two staff TUPE transferring to the City Council, uncertainty about the future demand for the service from the wider community and our capacity to meet the demand, given that the HRA cannot subsidise the delivery of services to non-council tenants.
- 3.10 Withdrawing from the provision of support for older people presented several disadvantages, which included not having any control over the level or quality of support for our tenants, the City Council continuing to carry the political / reputational risks associated with whatever new service is delivered, the loss of up to £219,630 per annum in funding for the provision of the service and the likelihood that working relationships at a number of levels within the two organisations could suffer.
- 3.11 If the City Council were to withdraw from providing support for its tenants, a number of other contracts and services, which are integrated into the current service provision, would also then be affected. These include services such as the 24 hour telephone response service which responds to emergency calls from older and homeless people in the city and the out of hours care service presently provided to existing sheltered tenants and those in receipt of a community alarm. As a landlord only, the City Council would not have a need to provide these ancillary services, which also help to contribute to the wider public health agenda in terms of reducing the costs of acute public services such as hospital stays.

3.12 On the whole, the City Council is presently delivering a service very close to that being proposed and subject to both the City and County Councils agreeing how they will respond to increasing demands, an appropriate level of funding for the service and the approach to taking responsibility for risk, particularly with regard to the TUPE staff, the City Council believes that the benefits of delivering this service outweigh the reasons not to. Furthermore, the City Council aims to identify greater opportunities to work in partnership across public services to help increase the efficiency of delivering public services.

## **4. Implications**

### **(a) Financial Implications**

#### **Revenue Costs**

- 4.1 The Housing Revenue Account currently receives up to £219,630 in income for the provision of support services to older people in Council owned sheltered housing schemes. The income is received from a combination of Supporting People funding from the County Council (£170,540) and charges levied to residents who receive services, but are not eligible for housing benefit, known as support self-funders (Up to £49,090). The annual sum received from self-funders is reduced by any void periods across the sheltered housing stock.
- 4.2 A decision not to work collaboratively with the County Council in respect of the provision of support services would result in the loss of funding of up to £219,630.
- 4.3 A decision to enter into a joint working arrangement with the County Council would result in income at a minimum of £180,000, with the potential for the City Council to consider to continue to charge support self-funders for services provided in addition to this. It would be necessary for the City Council to ensure that it limited service delivery to the available financial resource, and that the Housing Revenue Account in no way subsidised services delivered to non-HRA residents. This would require ongoing monitoring of both support plans and the staff time spent in specific areas of service delivery.
- 4.4 Further work would be required to ensure that the HRA in no way subsidises services delivered to other city residents, and that users of the service are reasonably recharged, where this is deemed appropriate.



(b) **Staffing Implications**

4.4 The proposal identifies the need for two staff to TUPE transfer to the City Council's employment.

(c) **Equal Opportunities Implications**

4.5 An Equality Impact Assessment is being completed and a copy of the County's EQIA for the new service is attached and marked Appendix A

(d) **Environmental Implications**

4.6 There are no environmental implications.

(e) **Procurement**

4.7 The County Council are procuring this service.

(f) **Consultation and communication**

4.8 Consultation has been carried out as follows:

- The County Council have consulted existing tenants in person at residents meetings and via a FAQ sheet distributed to all. A survey of the needs of Older People conducted by the County has informed their service specifications.
- The City Council has informed its tenants of the county's intentions through the last 12 months via its Tenants Consultation Meetings.
- Staff and union representatives have been fully consulted throughout the process.

4.9 Subject to the recommendations being accepted, an article will be published on the Council's website, and recommended for inclusion in Cambridge Matters. Each tenant will be visited as part of the transitional needs assessment process and the changes explained in full.

## (g) **Community Safety**

4.10 It is likely, if the recommendations are accepted that the community safety of older people may increase as officers visit a vast number of older people across the city, assessing their needs and recommending interventions to assist them both in their home and in helping to prevent social isolation in the community.

## **5. Background Papers**

HMB Reports “Supporting People Tender” dated June 2011 and June 2012.

## **6. Appendices**

Appendix 1: County Council EQIA

## **7. Inspection of Papers**

To inspect the background papers or if you have a query on the report please contact:

Author's Name:	Frances Swann
Author's Phone Number:	01223 - 462255
Author's Email:	Frances.swann@cambridge.gov.uk

## COMMUNITY IMPACT ASSESSMENT

The following template has been put together to record the results of your impact assessment.

*For each of these questions, take account of the following equality strands:*

- Age
- Sex
- Gender reassignment
- Marriage and civil partnership
- Disability
- Ethnicity, race and culture
- Sexual orientation
- Religion or belief
- Pregnancy and Maternity

*You may also want to consider these characteristics, which can be significant in areas of Cambridgeshire:*

- Rural isolation
- Deprivation

	Key Sections	Your Answer
<b>1.</b>	<p><b>Scope:</b></p> <ul style="list-style-type: none"> <li>• What is the existing service, document or action being impact assessed?</li> <li>• What are the aims and objectives of the service, document or action?</li> </ul>	<p>Sheltered housing for Older People across Cambridgeshire funded through Supporting People. Also the hardwired alarms within these accommodation schemes.</p> <p>To provide housing related support to older people throughout Cambridgeshire, irrespective of whether they live in sheltered housing or out in the broader community, to enable them to continue to live as independently as possible in their own homes. The intention is for the service to help with corporate objectives such as:</p> <ul style="list-style-type: none"> <li>- minimising social isolation</li> <li>- improving health and well-being</li> <li>- integrating with other initiatives for the same client group</li> <li>- sign-posting to existing services of relevance</li> <li>- contributing to the preventative agenda</li> </ul>

	<ul style="list-style-type: none"> <li>• What is the proposed change? What will be different?</li> </ul>	<ul style="list-style-type: none"> <li>- To extend out into the community, not just those in sheltered housing</li> <li>- Moving from an insurance-based model to a needs-based approach</li> <li>- Ensuring support is provided across all housing tenures</li> <li>- A greater emphasis on sign-posting and enabling rather than doing to assist in maintaining greater independence and to prevent dependency</li> <li>- Improved linkages with other relevant services for older people</li> <li>- Complementing existing services rather than duplicating that which is already provided</li> <li>- The service will reach out to a broader number of people, not just the 5% of older people that reside in sheltered housing</li> <li>- Those older people out in the community will be at reduced risk of social isolation</li> <li>- More short-term interventions to minimise the creation of dependency through on-going support as now</li> <li>- Making better use of assistive technology as an alternative where appropriate</li> <li>- Better outcomes for those in need as staff time will be dedicated to them more appropriately</li> <li>- Greater access to information about relevant services</li> <li>- A greater reliance on people looking out for and supporting each other ('good neighbour' approach)</li> <li>- Freedom for older people to engage with and run their own community activities through greater confidence and independence</li> <li>- More effective use of resources</li> <li>- The new service will be targeted at those over 65 (there will be transitional protection for those currently living in sheltered housing that are under 65)</li> </ul>
2.	<p><b>Who should be involved:</b></p> <ul style="list-style-type: none"> <li>• Who is involved in this impact assessment?</li> </ul> <p>e.g. Council officers, stakeholders from partner organisations, service users and community experts</p>	<p>Lead by:</p> <ul style="list-style-type: none"> <li>• Richard O'Driscoll – Older People's Commissioner</li> </ul> <p>Supported by:</p> <ul style="list-style-type: none"> <li>• HRSOP Project Board</li> </ul> <p>Council officers involved:</p> <ul style="list-style-type: none"> <li>• Melanie Gray, Commissioning Manager</li> <li>• Lynne O'Brien, Commissioning Officer</li> <li>• Tim Brunton, Project Manager</li> <li>• Louise Tranham, Contracts Manager</li> <li>• Sunny Singh, Strategic Development Manager</li> </ul> <p>Stakeholders:</p> <ul style="list-style-type: none"> <li>• Older People living in Cambridgeshire, their families / carers</li> <li>• Current sheltered housing tenants</li> <li>• Sheltered housing providers</li> <li>• Scheme managers</li> </ul>

		<ul style="list-style-type: none"> <li>• District Councils / CRHB</li> <li>• Health / GPs</li> <li>• County Council Assistive Technology Commissioning Manager</li> <li>• Portfolio Holder for Adult Social Care</li> <li>• Voluntary sector</li> <li>• Legal</li> <li>• Procurement</li> <li>• Elected members</li> <li>• Adult Social Care Directorate</li> <li>• Quality for Adults Programme Board</li> </ul>
<p><b>3 a)</b></p>	<p><b>What will the impact be?</b></p> <ul style="list-style-type: none"> <li>• What groups will be affected by this?</li> <li>• What will the impacts on these groups be?</li> <li>• What evidence has been used to inform this view?</li> <li>• What plans are in place to mitigate any negative impacts identified?</li> </ul>	<p>All older people living in Cambridgeshire, particularly current tenants of sheltered housing</p> <p>A service that is needs-based Better outcomes Greater emphasis on:</p> <ul style="list-style-type: none"> <li>- maintaining independence</li> <li>- reducing social isolation</li> <li>- improving access to services</li> <li>- supporting people to improve their health and well-being</li> <li>- improving engagement with community activities</li> </ul> <p>For some existing tenants, they may perceive that their service is being reduced. The reality is that the service is being improved by focusing on the above outcomes. Some People may receive less hours of support in the future as a result of us commissioning greater equity of provision. To mitigate by developing greater capacity and independence within the community and the provision, thus enabling improved quality of life</p> <p>Those not currently in receipt that need the service will receive support in relation to their needs without having to move home to receive the support.</p> <p>Evidence includes:</p> <ul style="list-style-type: none"> <li>- Cambridge City Council 60+ pilot</li> <li>- Remodelling of South Cambridgeshire District Council Sheltered Housing</li> <li>- Public Consultation conducted July – October 2012: Living Independently in Cambridgeshire</li> <li>- The fact that people are currently required to pay for a service that they do not need</li> </ul> <p>Negative impacts in addition to above:</p> <ul style="list-style-type: none"> <li>• concern for some of those in receipt of the current service whereby the way in which the service has been provided is in danger of creating dependency due to activities being done</li> </ul>

		<p>for people instead of enabling them to do these things for themselves</p> <ul style="list-style-type: none"> <li>• support staff not visible/available on site / removal of daily contact</li> <li>• those under 65 will not be in receipt of the new service</li> </ul> <p>Mitigation:</p> <ul style="list-style-type: none"> <li>• a transition period will be built into the contracts to allow for individuals such as these to be supported in a way that enables them to develop greater independence</li> <li>• reassure individuals that the service will respond flexibly as their needs change i.e. ensuring they are able to access support as and when they need it</li> <li>• emphasise being a ‘good neighbour’ as part of living in the sheltered community</li> <li>• those under 65 currently in receipt of the service will be transitionally protected or re-directed to appropriate alternative support for on-going needs</li> <li>• services for new clients under 65 are commissioned separately</li> </ul>																																							
<p><b>4. Making a judgement:</b></p> <ul style="list-style-type: none"> <li>• Your final judgement – will your service, document or action have a positive, negative or neutral equality impact?</li> <li>• If it will have a positive impact on some groups and a neutral impact on others, is this justified?</li> <li>• Are there any existing or potential equality issues with your service, document or action that need to be addressed?</li> </ul>		<table border="1"> <thead> <tr> <th data-bbox="520 936 743 1200"><b>Equality strand</b></th> <th data-bbox="743 936 1070 1200"><b>Judgement based on evidence cited above (positive, negative, neutral)</b></th> <th data-bbox="1070 936 1374 1200"><b>Issues or opportunities that need to be addressed</b></th> </tr> </thead> <tbody> <tr> <td data-bbox="520 1200 743 1245">Age</td> <td data-bbox="743 1200 1070 1245">Positive</td> <td data-bbox="1070 1200 1374 1245"></td> </tr> <tr> <td data-bbox="520 1245 743 1290">Sex</td> <td data-bbox="743 1245 1070 1290">Neutral</td> <td data-bbox="1070 1245 1374 1290"></td> </tr> <tr> <td data-bbox="520 1290 743 1335">Disability</td> <td data-bbox="743 1290 1070 1335">Positive</td> <td data-bbox="1070 1290 1374 1335"></td> </tr> <tr> <td data-bbox="520 1335 743 1447">Ethnicity, race and culture</td> <td data-bbox="743 1335 1070 1447">Positive</td> <td data-bbox="1070 1335 1374 1447"></td> </tr> <tr> <td data-bbox="520 1447 743 1536">Sexual orientation</td> <td data-bbox="743 1447 1070 1536">Neutral</td> <td data-bbox="1070 1447 1374 1536"></td> </tr> <tr> <td data-bbox="520 1536 743 1626">Religion or belief</td> <td data-bbox="743 1536 1070 1626">Positive</td> <td data-bbox="1070 1536 1374 1626"></td> </tr> <tr> <td data-bbox="520 1626 743 1715">Pregnancy &amp; Maternity</td> <td data-bbox="743 1626 1070 1715">Neutral</td> <td data-bbox="1070 1626 1374 1715"></td> </tr> <tr> <td data-bbox="520 1715 743 1827">Marriage and Civil Partnership</td> <td data-bbox="743 1715 1070 1827">Neutral</td> <td data-bbox="1070 1715 1374 1827"></td> </tr> <tr> <td data-bbox="520 1827 743 1917">Gender reassignment</td> <td data-bbox="743 1827 1070 1917">Neutral</td> <td data-bbox="1070 1827 1374 1917"></td> </tr> <tr> <td colspan="3" data-bbox="520 1917 1374 1962" style="text-align: center;"><i>You may also want to make a judgement on:</i></td> </tr> <tr> <td data-bbox="520 1962 743 2029">Rural isolation</td> <td data-bbox="743 1962 1070 2029">Positive</td> <td data-bbox="1070 1962 1374 2029"></td> </tr> <tr> <td data-bbox="520 2029 743 2065">Deprivation</td> <td data-bbox="743 2029 1070 2065">Positive</td> <td data-bbox="1070 2029 1374 2065"></td> </tr> </tbody> </table>	<b>Equality strand</b>	<b>Judgement based on evidence cited above (positive, negative, neutral)</b>	<b>Issues or opportunities that need to be addressed</b>	Age	Positive		Sex	Neutral		Disability	Positive		Ethnicity, race and culture	Positive		Sexual orientation	Neutral		Religion or belief	Positive		Pregnancy & Maternity	Neutral		Marriage and Civil Partnership	Neutral		Gender reassignment	Neutral		<i>You may also want to make a judgement on:</i>			Rural isolation	Positive		Deprivation	Positive	
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<p><b>5.</b></p>	<p><b>Action planning:</b></p> <ul style="list-style-type: none"> <li>• Are there any actions that you have identified to address any potentially unjustifiable differences in impact on different equality groups</li> <li>• Are there any actions you have identified to take advantage of an opportunity you have identified to promote equality and diversity</li> <li>• Where will these actions</li> </ul>	<table border="1"> <thead> <tr> <th data-bbox="517 1133 727 1211">Issue/ opportunity</th> <th data-bbox="727 1133 916 1211">Action</th> <th data-bbox="916 1133 1058 1211">Lead officer</th> <th data-bbox="1058 1133 1275 1211">Timescale</th> <th data-bbox="1275 1133 1490 1211">Action plan recorded in</th> </tr> </thead> <tbody> <tr> <td data-bbox="517 1211 727 1581">To promote the new service and other related services available to older people</td> <td data-bbox="727 1211 916 1581">Improve access to information about the services available</td> <td data-bbox="916 1211 1058 1581">Director Adult Social Care</td> <td data-bbox="1058 1211 1275 1581">In line with the Transforming Adult Social Care Action Plan</td> <td data-bbox="1275 1211 1490 1581">As per service specification, the Community Navigators Project, Your Life Your Choice</td> </tr> <tr> <td data-bbox="517 1581 727 1615"></td> <td data-bbox="727 1581 916 1615"></td> <td data-bbox="916 1581 1058 1615"></td> <td data-bbox="1058 1581 1275 1615"></td> <td data-bbox="1275 1581 1490 1615"></td> </tr> <tr> <td data-bbox="517 1615 727 1648"></td> <td data-bbox="727 1615 916 1648"></td> <td data-bbox="916 1615 1058 1648"></td> <td data-bbox="1058 1615 1275 1648"></td> <td data-bbox="1275 1615 1490 1648"></td> </tr> </tbody> </table>	Issue/ opportunity	Action	Lead officer	Timescale	Action plan recorded in	To promote the new service and other related services available to older people	Improve access to information about the services available	Director Adult Social Care	In line with the Transforming Adult Social Care Action Plan	As per service specification, the Community Navigators Project, Your Life Your Choice										
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	be recorded (i.e. which service plan, strategy action plan etc.)?	
6.	<p><b>Monitoring and Review:</b></p> <ul style="list-style-type: none"> <li>• If the actions identified in stage 5 are not incorporated into an existing action plan, how will you monitor them?</li> <li>• When will you review this impact assessment? Who will be responsible?</li> </ul>	Review will be conducted as part of the monitoring of the transitional period within the new contracts to be conducted by the contract officers responsible.

*If it is relevant to your area, you may also need to consider the impact on community cohesion:*

<p><b>Community Cohesion</b></p> <p><i>Answer the above with yes, no, or not applicable</i></p> <p>a. Will this service, document or action help community groups to develop a vision of a shared future?</p> <p>b. Will this service, document or action help community groups to improve their understanding and respect for each other?</p> <p>c. Does this service, document or action promote engagement of children and young people in the locality?</p>	
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d. Have local stakeholders and community leaders been engaged in the planning of this service, document or action?

If you have answered **NO** to any of these questions please outline the reasons and consider if and how this work needs doing

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