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#### **AGENDA**

Committee COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE

Date and Time of Meeting

WEDNESDAY, 10 OCTOBER 2018, 4.30 PM

Venue ROOM C - CITY HALL

Membership Councillor McGarry (Chair)

Councillors Ahmed, Carter, Ebrahim, Goddard, Jenkins, Kelloway, Lent

and Molik

Time approx.

#### 1 Apologies for Absence

To receive apologies for absence.

#### 2 Declarations of Interest

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

**3 Minutes** (Pages 3 - 6)

To approve as a correct record the minutes of the meeting held on 5 September 2018.

4 Regulation & Inspection of Social Care (Wales) Act 2016 (Pages 7 4.35 pm - 20)

To receive a Briefing/Presentation on the impact of the Act on adult social care, followed by a Q&A with Members.

5 Equality and Human Rights Toolkit for Councillors on Accessible 5.05 pm Housing (Pages 21 - 40)

To receive a presentation on the Human Rights Commission's Equality and Human Rights Toolkit for Councillors on Accessible Housing by Tai Pawb.

This document is available in Welsh / Mae'r ddogfen hon ar gael yn Gymraeg

### Building Maintenance Framework - Voids Management Issues (Pages 41 - 54)

5.35 pm

To receive an update on issues relating to Voids Management, followed by a Q&A with Members.

#### 7 Way Forward

To review the evidence and information gathered during consideration of each agenda item, agree Members comments, observations and concerns to be passed on to the relevant Cabinet Member by the Chair, and to note items for inclusion on the Committee's Forward Work Programme.

#### 8 Urgent Items (if any)

#### 9 Date of next meeting

7 November 2018, 4.30pm, Committee Room 4, County Hall, Cardiff.

#### **Davina Fiore**

**Director Governance & Legal Services** 

Date: Thursday, 4 October 2018

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

#### COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE

#### 5 SEPTEMBER 2018

Present: Councillor McGarry(Chairperson)

Councillors Ebrahim, Goddard, Jenkins, Kelloway, Lent and

Molik

10 : APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillors Ahmed and Carter.

11 : DECLARATIONS OF INTEREST

None received.

12 : MINUTES

The minutes of the Community & Adult Services Scrutiny Committee meeting held on 6 June 2018 and the Joint meeting of Community & Adult Services and Children & Young People Scrutiny Committees held on 4 July 2018 were agreed as a correct record and signed by the Chairperson.

#### 13 : DOMICILIARY CARE PROVISION IN CARDIFF

Members were advised that this item enabled them to comment on the proposals for the commissioning of Domiciliary Care and Procuring Care Home Services prior to consideration at Cabinet on the 20 September 2018.

The Chairperson welcomed Councillor Susan Elsmore Cabinet Member for Social Care, Health & Wellbeing, Claire Marchant Director of Social Services and Sarah McGill Director People and Communities to the meeting.

The Chairperson invited the Cabinet Member to make a statement in which she said that this was a very important area with a huge value of spend. It was a key area going forward especially in relation to partnership working both internally and externally, adding that it was the beginning of an exciting and important step forward for co-produced services with citizens in Cardiff.

The Director of Social Services provided Members with a presentation on Commissioning of Domiciliary Care and Procuring Care Home Services after which the Chairperson invited questions and comments from Members.

Members asked whether diverse communities and language barriers would be part of the criteria going forward. The Cabinet Member stated that she was aware of the concerns and was cognisant of the fact that not all communities are being reached presently. This provided an opportunity to seriously engage and co-produce services and get better connected with all communities. The Cabinet Member added that she was aware that CASSC was keen to find out what service users really think about the services provided.

Members noted that this was a change from the decision taken by Cabinet in January and asked what had prompted the turn around. The Director of Social Services

stated that there had been a shift on a National level and that "A Healthier Wales" provided a focus with the workforce at its centre. There was an opportunity to pause and reflect, even what was advanced in its development and look at diversity and infrastructure. It was important to build on current strengths and move on to the next level. The Cabinet Member added that in January the Parliamentary Review was awaited, but since then there had been a real shift which required things to be done differently. It was important to get things right and to take the time to do that, using this opportunity to put building blocks down now that will work for the future.

Members asked whether there had been any research undertaken with comparator cities. The Cabinet Member advised that 18 months ago there were 13 providers on the books, now there are 70 so the systems are right and working but it was key to look at locality mapping to avoid many different providers servicing one area/street. Other local authorities are looking at the same things and it would be important to look at best practice. The Director of Social Services added that there had been lots of research papers written and there were pockets of work going on in different areas such as the Vale of Glamorgan pilot. To look at core cities there would need to be comparisons with complex communities such as Cardiff. Cardiff has the advantage of a strong workforce and a strong market.

Members expressed concern over continuity of care. The Cabinet Member stated that the aim of domiciliary care is to keep people independent at home for as long as possible, but this was only part of it Independent Living Services (ILS) needs to be added to care. Time was needed to develop the model effectively and it was complicated but service users wouldn't be disadvantaged.

Members asked about the cost implications and if it could be done within budget. The Director of People and Communities stated that this was not the only review being undertaken, there was lots of work going on within the Community Resource Teams and locally based providers that should connect with Domiciliary Care. It was important to not look at resources in isolation, to bring funding streams together and establish effective ways of working. The Director of Social Services explained the importance of reablement and managing demand long-term within resources, the need for more intensive services for short periods to enable people to stay independent and avoid hospital or nursing care. Building these relevant services will take time.

Members asked if the Domiciliary Care market had flat lined. The Director of People and Communities stated that the numbers of hours have because previous activity has had an impact. It was important to look at the market sustainably and to look at the recruitment of care workers, which needs flexibility and needs to be built into a new set of arrangements.

AGREED: that the Chairperson, on behalf of the Committee, writes to the Cabinet Member conveying the observations of the Committee when discussing the way forward.

#### 14 : CARDIFF & VALE REGIONAL PARTNERSHIP ANNUAL REPORT 2017/18

The Chairperson welcomed Councillor Susan Elsmore Cabinet Member for Social Care, Health & Wellbeing, Claire Marchant Director of Social Services, Sarah McGill Director People and Communities and Rachel Jones Cardiff and Vale UHB to the meeting.

The Chairperson invited the Cabinet Member to make a statement in which she said that she was pleased to present this second annual report, which gives a good overview and reflects the maturity of the relationship with partners. The Cabinet Member wished to pay tribute to Rachel Jones who had done an immense amount of work with a small team of people; from a National perspective this RPB was recognised as a leader in the field across Wales.

Members were provided with a presentation outlining key points from the Annual Report 17/18 after which the Chairperson invited questions and comments from Members.

Members noted the DToc figures and considered that the Committee could look deeper into the figures and targets.

Members considered the Annual Report to be excellent with some wonderful outcomes; Members did note however that 'My Family' could be could be included as many people rely on family support. Rachel Jones agreed that it should be made clear as it is currently included in the Community aspect. The Cabinet Member added that Healthier Wales sets a challenge for Wales and calls on Family, Volunteers and Statutory Services as a community together.

Members noted that the report was eclectic and very wide ranging and wondered if there was a risk of lack of focus or if issues were too complex. Members were advised the remit was set out by the Welsh Government and officers had questioned why some things were included and others not but they did not consider there to be a lack of focus. With regard to complexity officers agreed that it is complex but that this reflects the complex issues of the public. It is important to have impact in areas and they had been focussed in prioritising areas of work. There is a coherence of priorities and the focus on localities will help.

The Cabinet Member stated that the RPB is very focussed and a real governance vehicle to get work done, there has been a huge build-up of trust over the last 2 years and clear conversations were happening to map where the RPB interjects with the PSB. The Director of People and Communities added that this allows the RPB to have frank conversations about what is going wrong and allows a no holds barred approach based on trust and relationships a good set of arrangements were needed to report to each Board and to Council.

Members asked how the RPB makes a difference on the ground and what make up it has to support the social prescribing agenda. Officers advised that it is making a real difference with regards to ILS and First Point of Contact which benefitted from the Integrated Care Fund (ICF). The strategic agenda is done and it was important to now drill down. Social prescribing will be developed with third sector colleagues and wider local authority services. There are good pilots in Cardiff and Vale the focus needs to be how these are embedded and integral going forward; Healthier Wales offers a fantastic opportunity for this. It was early stages in terms of scale but the relationship between GP's and Local Authorities is key.

Members asked for more information on 'Let's Talk' and were advised that it is a brand used in Population Needs Assessment.

Members asked if community engagement would be both ways and were advised that it would be.

Members asked which service areas were Dementia Friends and were advised that libraries and hub staff have had training and many more were scheduled to have training and there were also plans to have the training in the Health Board.

Members asked for more information on Internal Family Support Service and capacity issues and staff absences. Officers advised that there have been some staff sickness issues which were now resolved and the staff were back up to full compliment. Officers advised that they would source more information on this and provide it to the Chairperson.

AGREED: that the Chairperson, on behalf of the Committee, writes to the Cabinet Member conveying the observations of the Committee when discussing the way forward.

#### 15 : CASSC WORK PROGRAMME 2018/19

Members were provided with a briefing on the output from the work programming forum in August. The appendix to the report set out when issues would be considered throughout the year. Members had been keen to keep meetings to a maximum of 3 hours with, as a rule, two substantial items and a briefing. The Performance Panel would continue to look at quarterly performance and would also look at budgets. Members had been keen to receive more detailed briefings to previous reports that had considered issues. Members also wanted more external stakeholders at committee and were keen to undertake visits to the community.

Members were provided with information on a potential Task and Finish Inquiry on Homelessness and Independent Supported Accommodation and were advised that issues such as Universal Credit and Housing Voids and Repairs were imminent.

The Scrutiny Officer advised that Wales Audit Office would undertake reviews in the coming year including ICF and First Point of Contact and these would be on the committee's agenda when available.

Members were advised that the Cabinet Forward Pan would be put into the timetable once available.

The Scrutiny Officer requested nominations for the Task and Finish Group, agreement on issues to be reported and a draft timetable. Members were asked to email the Scrutiny Officer with these.

RESOLVED to note the report.

16 : URGENT ITEMS (IF ANY)

None received.

17 : DATE OF NEXT MEETING

10 October 2018 at 4.30pm.

The meeting terminated at 6.35 pm

### CYNGOR CAERDYDD CARDIFF COUNCIL

#### **COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE**

10 October 2018

### THE REGULATION AND INSPECTION OF SOCIAL CARE (WALES) ACT 2016 – BRIEFING

#### **Purpose of Report**

 To provide Members with an overview of the duties and responsibilities for the Council and its Partners in relation to the Regulation and Inspection of Social Care (Wales) Act 2016 (RISCA), referred to throughout this report as "the Act".

#### **Background**

- On formulating its work programme for 2018/19, the Committee requested they receive a briefing on the duties and responsibilities for the Council and providers of social care under RISCA.
- 3. The Regulation and Inspection of Social Care (Wales) Act received Royal Assent and became law on 18 January 2016<sub>1</sub>. The Act was introduced to ensure continuous improvement of the quality of care and support in Wales. It embeds the aims of the Social Services and Well-being (Wales) Act 2014 and the Well-being of Future Generations (Wales) Act 2015.

<sup>&</sup>lt;sup>1</sup> Source: https://socialcare.wales/hub/regulation-and-inspection

- 4. The Act provides the statutory framework for the regulation and inspection of social care in Wales. It:
  - reforms the regulation of social care in Wales by placing people who receive care and support at its centre;
  - reforms the regulation of the social care workforce;
  - renames the Care Council for Wales and the Social Services Improvement
     Agency, Social Care Wales, giving them new powers from April 2017;
  - reforms the inspection of local authority social services functions; and
  - provides a robust response to the lessons learned from previous failures in the system.
- 5. Five principles underpin the new system of regulation and inspection:
  - reflecting the changes brought about by the Social Services and Well-being (Wales) Act 2014
  - putting people at the centre of their care and support
  - developing a coherent and consistent Welsh approach
  - tackling provider failure
  - responding quickly and effectively to new models of service and any concerns over the quality of care and support.
- The Act, its Regulations and statutory guidance replace requirements previously
  put in place under the Care Standards Act 2000 and its associated National
  Minimum Standards.
- 7. In February 2018, Welsh Government released statutory guidance in relation to the Parts 3-20 of the Act<sup>2</sup>.
- 8. Parts 3 to 15 of the Regulations, made under section 27 of the Act, set out the requirements on a service provider in relation to the standard of service that must be provided. They highlight the importance of the well-being of individuals who are receiving care and support1. They also impose other requirements on service providers related to the operation of the regulated service.

<sup>&</sup>lt;sup>2</sup> See paragraph \* for link to the Guidance.

- 9. These standards are linked to the well-being statement for people who need care and support and carers who need support.
- 10. Parts 16 to 20 of the Regulations, made under section 28 of the Act, set out the duties placed on the designated responsible individual in relation to a regulated service. These duties include a requirement to supervise the management of the service including the appointment of a suitable and fit manager. The intention is to ensure that a designated person at an appropriately senior level holds accountability for both service quality and compliance and ensures that there is a clear chain of accountability linking the corporate responsibility of the service provider and the responsible individual with the role of the manager of the regulated service.

#### **Issues**

11. A link to the Act is set out below:

http://www.legislation.gov.uk/anaw/2016/2/contents/enacted

12. Welsh Government released Statutory Guidance for Service Providers and Responsible Individuals on meeting RISCA service standard regulations in February 2018. A link to the guidance is set out below (125 pages).

https://gov.wales/docs/dhss/publications/180201statutory-guidanceen.pdf

13. A summary of the Statutory Guidance is set out below:

Requirements on Service Providers (Parts 3 to 15 of the Regulations) pages 7-95

#### 14. General requirements on service providers (Part 3)

The intent of the general requirements within Part 3 of the Regulations is to ensure that service providers put in place governance arrangements to support the smooth operation of the service and to ensure that there is a sound base for providing high quality care and support for individuals using the service and to support them to achieve their personal outcomes. This includes the following:

- Setting clear organisational intent and direction by outlining the services provided and the actions the service provider will undertake to achieve this in the statement of purpose.
- Putting in place the underpinning policies and procedures to support managers and staff to achieve the aims of the service and support individuals to achieve their personal outcomes.
- Establishing sound management structures to oversee and monitor the service in order to ensure that it operates safely and effectively for the individuals receiving care and support.
- Establishing clear arrangements for an ongoing cycle of quality assurance and review to provide assurance that the service operates in line with legal requirements, its statement of purpose and is supporting individuals appropriately to achieve their personal outcomes. The information obtained through monitoring is used for continued development and improvement of the service.
- Maintaining oversight of financial arrangements and investment in the business to ensure financial sustainability so that individuals using the service are supported to achieve their personal outcomes and are protected from the risk of unplanned removal or change in the service provided due to financial pressures.
- Promoting a culture of openness, honesty and candour at all levels.

15. Requirements on service providers as to the steps to be taken before agreeing to provide care and support (Part 4)

The intent of the requirements within Part 4 of the Regulations is to provide individuals with assurance that before a service provider offers care and support they have considered a wide range of information to confirm the service is able to meet the individual's needs and support them to achieve their personal outcomes. This includes the individual's wishes and preferences and consultation with relevant persons and professionals.

16. Requirements on service providers as to the steps to be taken on commencement of the provision of care and support (Part 5)

The intent of Part 5 of the Regulations is to ensure that individuals can feel confident that service providers have an up to date, accurate plan (referred to as *personal plan*) for how their care is to be provided.

The provider develops an initial personal plan before the service begins using existing information, assessments and any care and support plans in place. The personal plan is then developed further during the first week of using the service through a full assessment undertaken by the provider (provider assessment) with the individual and their representative. The provider assessment considers their personal wishes, aspirations and care and support needs. The information from this is used to further develop the personal plan.

#### The personal plan:

- provides information for individuals and their representatives of the agreed care and support and the manner in which this will be provided;
- provides a clear and constructive guide for staff about the individual, their care and support needs and the outcomes they would like to achieve;
- provides the basis for ongoing review; and

- enables individuals, their representatives and staff to measure progress and whether their personal outcomes are met.
- 17. Requirements on service providers as to the information to be provided to individuals on commencement of the provision of care and support (Part 6)

The intent of Part 6 of the Regulations is to ensure that individuals are provided with information about the service to enable them to have:

- a clear understanding of the culture and ethos of the service;
- an outline of the services they can expect to receive; and
- the manner in which services will be provided; and the terms and conditions of the service.

This should enable individuals, placing authorities and any representatives to have a good understanding of how the service operates in providing care and support. The guide provides individuals, placing authorities and any representatives with the information they need to raise concerns and make complaints to service providers when they are dissatisfied with the service and informs them of how to escalate concerns if they are not satisfied with the response.

18. Requirements on service providers as to the standard of care and support to be provided (Part 7)

The intent of Part 7 of the Regulations is to ensure that individuals are provided with care and support which enables them to achieve the best possible outcomes. The service is designed in consultation with the individual and considers their personal wishes, aspirations and outcomes and any risks and specialist needs which inform their care and support.

#### This includes:

- providing care and support that meets individual's personal outcomes;
- provision of staff with the knowledge, skills and competency to meet individual's well-being needs;
- ensuring staff have the appropriate language and communication skills;
- planning and deploying staff to provide continuity of care; and
- consultation with and seeking support from relevant agencies and specialists where required.

#### 19. Requirements on service providers – safeguarding (Part 8)

The intent of Part 8 of the Regulations is to ensure that service providers have in place the mechanisms to safeguard vulnerable individuals to whom they provide care and support. This includes arrangements that:

- support vulnerable individuals using the service;
- support and underpin staff knowledge, understanding and skill in identifying risks and action to take where abuse, neglect or improper treatment is suspected; and
- collaboratively work with partners to prevent and take action where abuse,
   neglect or improper treatment is suspected.

## 20. Requirements on service providers which only apply where accommodation is provided (Part 9)

The intent of Part 9 of the Regulations is to ensure that where accommodation is provided, individuals are supported to access healthcare and other services to maintain their ongoing health, development and well-being

#### 21. Requirements on service providers as to staffing (Part 10)

The intent of Part 10 of the Regulations is to ensure that individuals are supported by appropriate numbers of staff who have the knowledge, competency, skills and qualifications to provide the levels of care and support required to achieve the individual's personal outcomes.

#### Service providers have in place:

- · underpinning policies and procedures for recruitment;
- rigorous practices for recruiting and vetting staff;
- a structure of management and staffing that supports the statement of purpose and is relevant to individuals needs; and
- management structure, systems and processes for induction, ongoing supervision, training and development of staff.

## 22. Requirements on service providers in respect of domiciliary support services (Part 11)

The intent of Part 11 of the Regulations set out the requirements for a domiciliary support service which the provider is registered to provide.

#### This includes:

- a "schedule of visits" which delineates the time allowed for each visit and the time allowed for travel between each visit;
- the offer to domiciliary care workers on non-guaranteed hours contracts the choice of alternative contractual arrangements.

## 23. Requirements on service providers as to premises, facilities and equipment (Part 12)

The intent of Part 12 of the Regulations set out the requirements for service providers to ensure that individual's care and support is provided in a location and environment with facilities and, where relevant, equipment that promotes achievement of their personal outcomes. The requirements of Part 12 apply to all providers of care home services, secure accommodation services or residential family centre services.

#### This includes:

- ensuring that systems and processes are in place which promote a safe and high quality environment in which the services are provided;
- ensuring the physical environment provides individual and communal space to meet their care and support needs; and
- facilities and equipment which are well maintained and appropriate to the individuals using the service.

## 24. <u>Additional requirements on service providers in respect of premises – new</u> accommodation (Part 13)

The intent of Part 13 of the Regulations is to develop accommodation-based services to provide consistently high quality environments for individuals receiving care and support. This is to provide choice and support for individuals to maintain their privacy and dignity and independence. The requirements of Part 13 apply to service providers registered to provide care home services, secure accommodation services or residential family centre services.

## 25. Requirements on service providers as to supplies, hygiene, health and safety and medicines (Part 14)

The intent of Part 14 of the Regulations is to ensure that individuals are supported by a service that:

- has sufficient quantities of supplies for their care and support needs;
- · has safe systems for medicines management;
- identifies and mitigates risks to health and safety; and
- promotes hygienic practices and manages the risk of infection.

#### 26. Other requirements on service providers (Part 15)

The intent of Part 15 of the Regulations is to ensure that individuals are protected by a service that works proactively to secure their care and support and protect their rights by:

- maintaining accurate records which are available to them and their representatives;
- communicating with the relevant regulatory bodies and statutory agencies where there are concerns and significant events affecting individuals;
- ensuring an open and transparent service by promoting an accessible complaints policy and procedure;
- supporting staff to raise concerns about the service through whistleblowing procedures; and
- demonstrate learning from concerns and complaints to improve the service.

## Requirements on Responsible Individuals (Parts 16 to 20 of the Regulations) – pages 96 - 110

- 27. The intent of Parts 16 to 20 of the Regulations is to ensure that a designated person at an appropriately senior level holds accountability, for both service quality and compliance. The Regulations place specific requirements upon the responsible individual (RI) and will enable the service regulator to take action not only against the service provider but also against the RI in the event that regulatory requirements are breached. The regulations in these Parts are made under section 28 of the Act.
- 28. The responsible individual is responsible for overseeing management of the service and for providing assurance that the service is safe, well run and complies with regulations. The responsible individual is responsible for ensuring the service has a manager, sufficient resources and support. The responsible individual is not responsible for the day to day management of the service (unless they are also the manager); this rests with the manager.
- 29. A summary of the requirements are set out as follows:
  - Requirements on responsible individuals for ensuring effective management of the service (Part 16)
  - Requirements on responsible individuals for ensuring effective oversight of the service (Part 17)
  - Requirements on responsible individuals for ensuring the compliance of the service (Part 18)
  - Requirements responsible individuals for monitoring, reviewing and improving the quality of the regulated service (Part 19)
  - Other Requirements on responsible Individuals (Part 20)

#### **Way Forward**

- 30. At this meeting, Councillor Susan Elsmore (Cabinet Member for Social Care, Health & Wellbeing) will be invited to make a statement. Claire Marchant (Director of Social Services) will be in attendance to provide Members with a presentation on what RISCA means in practice for Cardiff Council and its partners. The Cabinet Member and Officer will also be in attendance to answer Members' questions.
- 31. Members may decide any comments, observations or recommendations they wish to pass to the Cabinet Member for her consideration following the presentation at this meeting.

#### **Legal Implications**

32. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

#### **Financial Implications**

33. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any financial implications arising from those recommendations.

#### **RECOMMENDATIONS**

It is recommended that the Committee:

- Consider the information provided in this report and the presentation made at this meeting; and
- ii. Decide the way forward with regard to any further scrutiny of this issue.

**DAVINA FIORE** 

**Director of Governance and Legal Services** 

**4 October 2018** 



### CYNGOR CAERDYDD CARDIFF COUNCIL

#### **COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE**

10 October 2018

### EQUALITY AND HUMAN RIGHTS TOOLKIT FOR COUNCILLORS ON ACCESSIBLE HOUSING – BRIEFING

**Purpose of Report** 

 To provide Members with an overview of the Equality & Human Right's Commissioner's draft Toolkit for Councillors on Accessible Housing, which will be published on the 15<sup>th</sup> October 2018.

#### **Background**

- 2. Through its <u>Housing Inquiry</u>, the Equality and Human Rights Commission (EHRC) identified that there is a chronic shortage of accessible and adaptable housing, and projections are that this is set to increase.
- 3. As a consequence, earlier this year, the EHRC commissioned Tai Pawb to develop a toolkit, 'Housing for Disabled People' for local authorities in Wales.
- 4. Whilst developing the toolkit, Tai Pawb consulted with a range of local authority officers and members, including Cardiff Council and also attended scrutiny meetings, as an observer.
- 5. The aim of the toolkit is to support Local Authority elected members to consider housing for disabled people in their strategies and plans, and promote meaningful involvement of disabled people in developing these, share best practice, and assist with scrutiny of local authority housing policies and practices.

A summary of the process in developing the Toolkit is attached at Appendix A.
 An Executive Summary of the Inquiry referred to in Paragraph 2 is attached at Appendix B.

#### **Way Forward**

- 7. At this meeting, Members will receive a presentation from:
  - Geraint Rees, Equality & Human Rights Commissioners Office
  - Ceri Meloy, Head of Business, Tai Pawb

The presentation will be followed by Members Questions.

- 8. Prior to the consideration of the next Item on the Agenda, Councillor Lynda Thorne (Cabinet Member for Housing and Communities), Jane Thomas (Assistant Director, Housing and Communities) and Ellen Curtis (Operational Manager, Landlord Services) will have the opportunity to comment on this issue.
- Members may decide any comments, observations or recommendations they
  wish to pass to the witnesses and Cabinet Member for her consideration
  following the presentation at this meeting.

#### **Legal Implications**

10. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person

exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

#### **Financial Implications**

11. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any financial implications arising from those recommendations.

#### RECOMMENDATIONS

It is recommended that the Committee:

- i. Consider the information provided in this report, Appendices A and B; and the presentation made at this meeting; and
- ii. Decide the way forward with regard to any further scrutiny of this issue.

**DAVINA FIORE** 

**Director of Governance and Legal Services** 

**4 October 2018** 



#### Housing and disabled people – Wales' hidden crisis

In December 2016, the Equality and Human Rights Commission ('the Commission') launched a formal inquiry on housing for disabled people.

The inquiry examined whether the availability of accessible and adaptable housing, and the support services associated with it, fulfilled disabled people's rights to independent living. The inquiry covered Wales, England and Scotland. The inquiry explored the supply of accessible housing across all tenure types, allocation policies and practices, types of tenancy support, adaptations and planning and building regulations.

Housing is the cornerstone of independent living, yet many disabled people live in homes that do not meet their requirements. If disabled people are to have choice and control over their lives, then urgent action is required to make sure that future housing supply is accessible for everyone.

#### Summary of key findings of the Inquiry

The shortage of housing in Wales has received increasing political and media attention, yet the effects of this crisis are not uniform; the impact of unsuitable housing on disabled people is particularly acute. Our inquiry uncovered four major challenges:

- Disabled People are demoralised and frustrated by the housing system.
- There is a chronic shortage of accessible homes
- Installing home adaptations involves unacceptable bureaucracy and delay
- Disabled people are not getting the support that they need to live independently

#### The toolkits for local authorities and disabled people

Our interim findings suggested that local authorities' current performance in allocations and tenancy support was variable. Consultation and consideration of disability issues during the formulation of strategic plans can be poor as well as the implementation of operational systems to deliver on the plans.

There were authorities that appeared to demonstrate effective and innovative practice in providing accessible housing and related support services to ensure disabled people's right to independent living.

Additionally our interim findings identified the need for resources to inform and support disabled people and those close to them, in asserting their right to independent living, when securing a suitable home, as a homeowner and renter, tenancy support or adaptations.

Having identified this need for practical information and best practice guidance, we wanted to fill the gaps in existing information available and bring together information into toolkits.

Our key aims for creating these toolkits was:

- To encourage best practise in local authorities and in particular, more
  effective involvement of disabled people in development and scrutiny of
  policies and integrating disability and housing considerations firmly into
  strategic plans, policies and practices.
- To empower disabled people and their organisations to claim their rights to independent living, through access to more appropriate housing.
   To ensure disabled people understand their legal entitlements and know where to go to for support and what questions to ask.

The Commission was delighted to work with Tai Pawb and Access Design Solutions to develop the toolkit for Local Authorities in Wales. We hope it will be a helpful aid to Elected Members in their work to improve housing provision for disabled people in Wales.

The Local Authority toolkit has been developed in consultation, through interviews and focus groups, with Elected Members, the WLGA and Local Authority Housing Directors and Officers, Housing Associations and disabled people.

The Commission aims to launch the toolkit in mid-October 2018 at which point we would be pleased to share with members.

#### **About the Equality and Human Rights Commission**

The Equality and Human Rights Commission is a statutory body established under the Equality Act 2006. It operates independently to encourage equality and diversity, eliminate unlawful discrimination, and protect and promote human rights. It contributes to making and keeping Britain a fair society in which everyone, regardless of background, has an equal opportunity to fulfil their potential. The Commission enforces equality legislation on age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. It encourages compliance with the Human Rights Act 1998 and is accredited by the UN as an 'A status' National Human Rights Institution. Find out more about the Commission's work at: <a href="https://www.equalityhumanrights.com">www.equalityhumanrights.com</a>.

#### **About Tai Pawb**

Tai Pawb's purpose is to inspire Wales to be a fairer place to live and we do this by promoting equality, social justice and human rights in housing in Wales. Our membership comprises of local authorities, all housing associations in Wales, housing and homelessness third sector organisations as well as equality and community organisations. We fulfil our purpose through contributing to national housing policy and supporting our members to embed equality into their policies and practices. Find out more about Tai Pawb's work at <a href="https://www.taipawb.org">www.taipawb.org</a>.



# Inaccessible Wales

In 2015/16

32,000

people received an adaptation to their home, rising by 11.7% since 2013/14.



Only

1

out of a total of

22

councils



set a percentage target for accessible and adaptable housing.



**Over** 

1/2

of councils said a lack of funding for adaptations was a challenge.

Only

15%

of councils said the information they hold about disabled people's housing requirements was 'good'.





Housing is the cornerstone of independent living, yet many disabled people live in homes that do not meet their requirements. If disabled people are to have choice and control over their lives, then urgent action is required to make sure that future housing supply is accessible for everyone.

In December 2016, the Equality and Human Rights Commission ('the Commission') launched a formal inquiry on housing for disabled people. The inquiry examined whether the availability of accessible and adaptable housing, and the support services associated with it, fulfilled disabled people's rights to independent living.

Disabled people's rights to independent living are enshrined in the UN Convention on the Rights of Persons with Disabilities (UNCRPD). The principles underlying the Convention recognise that disabled people are the experts in their own lives, and are best placed to identify and determine the housing and support they require. A central approach of this inquiry was to gather evidence from disabled people about their housing experiences.

### Impact of not having an accessible home



Mobility problems



4 times less likely to be in work



Indignity of not being able to live independently



Feelings of social isolation and anxiety



The shortage of housing in Wales has received increasing political and media attention, yet the effects of this crisis are not uniform; the impact of unsuitable housing on disabled people is particularly acute.

Our inquiry uncovered four major challenges, which form the basis of our recommendations:

# 1. Disabled people are demoralised and frustrated by the housing system

Disabled people report a severe shortage of accessible houses across all tenures. Disabled people are more likely to live in social housing, as it is more affordable, tends to provide more security of tenure, and landlords are more willing to install adaptations and provide support, if required. Social housing is particularly pressured, with long waiting lists. Information on the accessibility of properties is particularly poor in the private sector. Estate agents, for example, do not typically provide information about the accessibility of private lets or houses for sale.

Disabled people can experience serious deterioration in their mental wellbeing due to living in unsuitable accommodation. We heard evidence of people eating, sleeping and bathing in one room. We heard of family members carrying people upstairs and between rooms. The costs of inaccessible housing are well documented, and include impacts on independent living, increased need for social care, more reliance on carers and family members, accidents (including those that are life-changing or fatal) and avoidable hospital admissions.

Social care packages and housing are inextricably linked; sometimes a disabled person's care package is a crucial factor in ensuring that they can live independently.

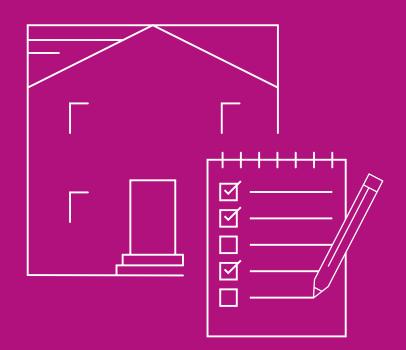
Disabled people reported positive housing outcomes where they were able to access well-managed local housing and support and advice services, whether voluntary or statutory. Ultimately, finding appropriate, accessible housing can transform people's lives for the better. Disabled people reported improved health and wellbeing, and enhanced prospects for employment and study where their homes met their accessibility requirements.

'Disabled people can experience serious deterioration in their mental wellbeing due to living in unsuitable accommodation.'

Over

1/2

of councils use an Accessible Housing Register



### 2. There is a chronic shortage of accessible homes

Despite the recent investment by the Welsh Government to build 20,000 new homes by 2021 there remains a severe shortage of accessible and wheelchair-accessible housing. Yet demand is increasing as the number of disabled people is increasing; in 2016, there were an estimated 13.3 million disabled people in Britain, up from 11.9 million in 2013/14 (ONS, 2017). Wales has a higher proportion of disabled people than any other nation or region in the UK, with 26 per cent of the population being disabled (ONS Family Resources Survey 2015/16).

Building regulations in Wales have produced houses that are generally inaccessible, particularly for people who use wheelchairs. The Welsh Government has taken action to ensure that the social housing that it directly funds is built to meet some accessibility and adaptability criteria, through the Development Quality Requirements (DQR). These requirements mean that all new publicly-funded houses meet the Lifetime Homes standard. The Welsh Government has not taken any such action to introduce higher standards of accessibility for building developments in the private sector.

Our survey of local authorities, undertaken as part of our evidential basis for the inquiry, found that the systems used to identify disabled people's requirements and deliver accessible houses are weak (EHRC, 2018a). Local authorities are making decisions about current need and future demand for accessible houses based on very limited data; only 15 per cent of Welsh local authorities rated the data available to them as 'good' or 'very good'.

Only one Welsh local authority set a target for accessible housing and many reported that developers are reluctant to build accessible houses, as they see them as less profitable.

There is strong evidence that housing that meets people's requirements will save on health and social care costs in the future, as well as considerably lowering the cost of adaptations when they are needed.



The Welsh
Government plans to build



20,000



affordable homes by



2021



yet they have not set any targets for accessible homes within this figure.

# 3. Installing home adaptations involves unacceptable bureaucracy and delay

Not all disabled people need adaptations to their homes, but many do. These adaptations vary from minor changes such as fitting grab rails, to bigger changes such as the installation of stair lifts, wet rooms and hoists. Adaptations can also include adding extra bedrooms, for example for a child with autism who is unable to share with their siblings. There is significant evidence that the timely installation of adaptations creates significant savings to the public purse.

Disabled people are often left waiting for long periods of time, even for minor adaptations. Only 21 per cent of Welsh local authorities reported that they completed an adaptation in eight weeks. The average wait from application to installation in Wales is 18 weeks (EHRC, 2018).

Disabled people face particular problems in the private rented sector where private landlords frequently refuse to make adaptations to their properties. We also heard examples of disabled people being prevented from making adaptations to 'common parts', for example ramps to a front door.



# 4. Disabled people are not getting the support that they need to live independently

It takes more than bricks and mortar to ensure that disabled people are able to claim their right to independent living. Access to advice, support and advocacy plays an important role, yet provision is patchy and people report that they have nowhere to turn when their housing is unsuitable, they have difficult choices to make, or they are facing a crisis. A consistent theme from the evidence was that navigating the complex systems for allocations and adaptations was stressful and challenging.

We heard that tenancy support and floating support were particularly important for people with learning disabilities, sensory impairments and mental health conditions; however, changes proposed by the UK Government in policy and funding arrangements have created uncertainty among housing providers.

There is currently a UK Government review of supported housing, about how disabled people can be best supported and the appropriate mechanisms for funding. Our findings have emphasised that choice and control for disabled people are central to realising the right to independent living. These rights should be central to any new policy for supported housing. The current review and pressures on care budgets have led to uncertainty for housing providers. One survey by the National Housing Federation identified that housing providers had put 85 per cent of developments on hold in the course of a year.



### **Summary of recommendations**

Independent living principles recognise that disabled people are the best experts in determining and promoting better solutions. Governments at national and local level need to be much more effective in **engaging disabled people** both strategically and operationally, in order to meaningfully reflect their input, in a continual cycle of improvement.

# The need to build more accessible and adaptable homes

#### We are calling for:

- The Welsh Government to introduce a national strategy to ensure there is an adequate supply of new houses built to inclusive/universal design standards and to wheelchair-accessible standards, across all tenures. This should include a review of the way that building standards are enforced, particularly in the private rented sector. The strategy should recognise that housing support, advice and advocacy is often necessary to enable people to maintain their housing and their right to independent living.
- National and local governments to take action to improve the way that data is collected and shared, both on the requirements of disabled people and on the accessibility of existing housing stock.
- The Welsh Government to require all new homes are built to Development Quality
  Requirements and to mandate local authorities to ensure that 10 per cent of new homes
  are built to a wheelchair-accessible standard.
- The Welsh Government to publish annual data on the number of accessible, adaptable and wheelchair-accessible homes built.
- Local authorities to apply the five ways of working of the Well-being of Future
  Generations (Wales) Act 2015 in their strategic planning for accessible homes,
  in particular when developing Local Development Plans and Local Housing Market
  Assessments.
- Local authorities to meet their duty to publish Equality Impact Assessments alongside their Local Development Plans and Local Housing Market Assessments.

### Improving the installation of home adaptations

#### We are calling for:

- Local authorities to urgently address the bureaucratic hurdles and delays that exist
  within adaptations systems, to ensure that low-cost, minor adaptations in particular can
  be installed quickly and easily.
- The Welsh Government to provide additional funding to disabled people's
  organisations and advice agencies, to increase the supply of independent advice
  and information regarding housing options, including adaptations, with a particular
  focus on the private-rental sector.
- The Welsh Government to pilot training for private sector landlords on accessibility as part of the Rent Smart Wales scheme, of licensing landlords and agents under the Housing (Wales) Act 2014.

### Matching homes to people who need them

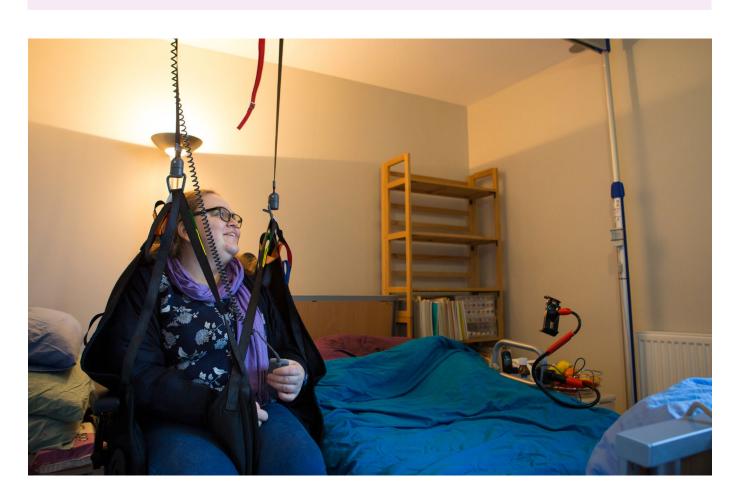
### We are calling for:

- Local authorities and Registered Social Landlords to embed independent living principles into assessment and allocations policies for social housing, to ensure real choice and control.
- Local authorities to significantly increase their knowledge of existing accessible social housing stock, and develop specialist support and information services to facilitate suitable matching.
- Local authorities to apply best practices on the use of **accessible housing registers**, with the longer term aim of the use of a standard methodology across all local authorities.
- The Welsh Government to publish standards and monitor and publish effectiveness of Accessible Housing Registers.

## Supporting people to live independently

#### We are calling for:

- The UK Government to ensure that the new policy and funding model for supported housing upholds the rights of tenants, and that freedoms and choice are not restricted, in line with the UNCRPD. The new model needs to address the current uncertainty, and deliver a stable market for both housing providers and those providing specialist support.
- Local authorities to ensure that housing, care and health services are fully integrated and sufficient funds are available to support people to live independently, and that there is an increased focus on prevention.
- Local authorities to provide increased specialist disability advice and advocacy services for housing options.
- The UK Government to ensure that its review of the Legal Aid, Sentencing and Punishment of Offenders Act 2012 considers the impact of removing housing from the scope of legal aid for disabled people, and takes effective steps to mitigate any identified impacts.



## Contacts

This publication and related equality and human rights resources are available from the Commission's website: www.equalityhumanrights.com

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# CYNGOR CAERDYDD CARDIFF COUNCIL

#### **COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE**

**10 OCTOBER 2018** 

# BUILDING MAINTENANCE FRAMEWORK – VOIDS MANAGEMENT ISSUES

#### **Purpose of Report**

1. To provide Members with an overview of scrutiny to date on voids management issues. A briefing note on the issues is attached at **Appendix A**.

#### **Background**

- 2. In 2015/16, the CASSC Performance Panel undertook a "deep dive" into council housing voids management, following poor performance over several years on the average time taken to re-let council housing voids.
- 3. The Performance Panel met four times to undertake the deep dive, examining: good practice;
  - available void performance indicator information;
  - benchmarking information;
  - key lessons from tenant-led scrutinies in England;
  - relevant Cardiff Council procedures and processes; and visiting a number of void properties to see the conditions in which properties are handed back to the Council and the standard that is reached before properties are re-let
- 4. The Performance Panel produced a report, arising from the deep dive, which contained sixteen recommendations, all of which were accepted.

- 5. Following the deep dive, Members were keen to understand the impact of the recommendations being implemented, and received a number of updates, the last one being in December 2017. At this time, Members were informed of the new arrangements which were being implemented from January 2018. At that stage, Members stated that they supported the new contractual arrangements going forward, but confirmed that they would wish to continue monitoring performance.
- On developing the Committee's work programme for the current year, Members requested a Brief on Voids, which was duly provided and attached as **Appendix** Members agreed that, having studied the content of the brief, this issue be brought to Committee for further consideration at the earliest possibility.
- 7. The Brief attached at **Appendix A** sets out the following issues:
  - Backlog of voids left by previous contractor;
  - Difficulties experienced by new contractors in delivering void works within given timescales;
  - Withdrawal of R&M Williams Contractor (Cardiff West)
  - Contingency Arrangements in light of the above;
  - Next Steps
  - Voids Performance to July 2018

#### **Way Forward**

- 8. At this meeting, the following witnesses will be in attendance:
  - Councillor Lynda Thorne (Cabinet Member for Housing & Communities)
  - Jane Thomas (Assistant Director, Housing and Communities)
  - Ellen Curtis (Operational Manager, Landlord Services)

Officers will make a presentation to Committee.

Members may decide any comments, observations or recommendations they wish to pass to the Cabinet for their consideration following the presentation at this meeting.

#### **Legal Implications**

10. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

#### **Financial Implications**

11. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any financial implications arising from those recommendations.

#### **RECOMMENDATIONS**

It is recommended that the Committee:

- i. Consider the information provided in this report, Appendix A and the presentation made at Committee; and
- ii. Decide the way forward with regard to any further scrutiny of this issue.

#### **DAVINA FIORE**

**Director of Governance and Legal Services** 

**4 October 2018** 



# Building Maintenance Framework Voids Management Issues



# **Background**

New Building Maintenance Framework was put in place for Council residential properties from 2 January 2018

Contracts cover Responsive, Voids and Planned Maintenance

The city was split into three areas with a different contractor appointed to each area.

The divide is as follows:

Cardiff West	R&M Williams Ltd.
Cardiff North	Wates Construction Ltd.
Cardiff South	LCB Construction Ltd.







# The intention for this contract design

- ➤ To create a competitive environment between the three contractors to encourage continuous improvement
- ➤ Ensuring the service would not be solely reliant on one contractor to avoid difficulties faced in the previous contract
- Contract gives the ability to apply performance deductions where a contractor is not meeting the required performance level.
- For the first three months of the contract, no performance deductions were applied to allow the contractor time to mobilise their workforce or 'gear up'.







# Void Management Issues

The withdrawing contractor Ian Williams left a backlog of voids having geared down as soon as they were aware that they did not have the contract.

All three new contractors experienced difficulties in delivering void works within the given timescales. A number of reasons were given for this including

- Resource issues
- Large workloads
- •The performance deductions were impacting on the financial viability of the contract during this difficult period.

The service tried to support the contractors by allowing temporary extensions of times on void properties and not to applying performance deductions until 1<sup>st</sup> November 2018. This was intended to allow the contractor to focus on and address the issues that they were facing.







## **Cardiff West – Withdrawal of Contractor**

In July 2018, R&M Williams refused to take any further void works temporarily for a period of 3 weeks. They cited their large workload as the reason for this.

On 1<sup>st</sup> August 2018, R&M Williams provided formal notice to quit the Building Maintenance Framework with a contract end date of 30<sup>th</sup> September 2018. The reason given was that they had incorrectly set their rates which meant that the contract was financially unviable.

As part of the tender process to assess the bids, the service assessed 'shopping baskets' of services using the tendered rates. This process did not identify any areas for concern and did not suggest that R&M Williams had under-priced the contract.







# **Contingency Arrangements**

Strategic meetings are taking place to ensure a smoot handover.

**Responsive Repairs** – the service currently carries out 90% of responsive works "in house". One of the remaining contractors (LCB) have agreed to assist with these works. While there may be some delays on routine responsive repairs in the short term, this is not considered a manor issue.

**Planned Works** – The remaining contractors will pick up small scale planned works for the West. Large scale works are tendered to get best value.

**Void Properties** – One contactor (LCB) has agreed to take on some voids in the West and are currently working on 8 family homes. Currently no void works are delivered "in house".

The most significant issue will be completing the void works to empty properties.







## **Next Steps**

#### **New Contract for Voids**

A tender will be issued shortly for a new contract for void works only. It is anticipated that the new contractor to be appointed by April 2019, however further time will then be required for the successful contractor to 'gear up'.

The contract will cover the whole of Cardiff and will allow for a cascade - so that another suitable contractor can be appointed if required without tendering again.

## **Building on the internal workforce**

New "in house" Voids Team is being developed to deliver some void properties. This team will start at a moderate level at first with the option to build this capacity further in the future.

**Calon TA -** Some properties will be passed to the Council's temporary accommodation provider, on condition that they carry out the void works. Funding will be provided for this work at normal rates.







# **Backlog of Voids**

## **Backlog in the West**

A backlog of void properties that require works in the West area has accumulated. Currently, there are around 45 properties in this backlog.

#### **Void performance**

The most recent core data shows that void timescales have increased to 95 days in July 2018. Given the current issues, void turnaround times are likely to increase further.

#### Impact on budgets

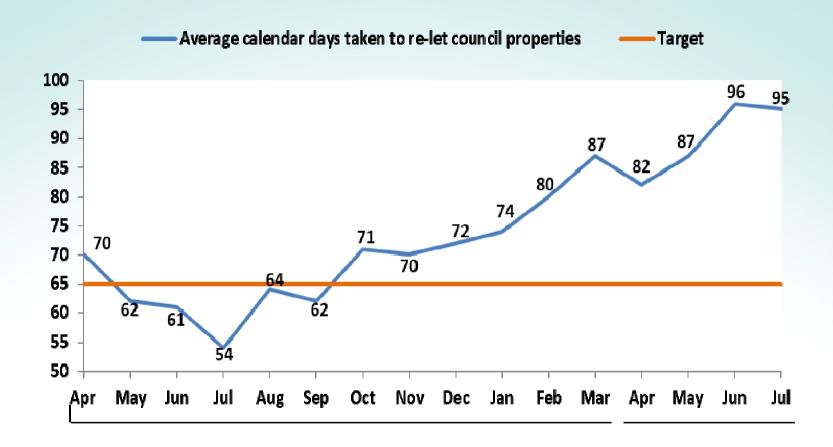
It is predicted that there will be an under-spend for 2018/19 due to the backlog of voids. Rent loss figures will mirror the void turnaround times.







# **Voids Performance**









# **Other Actions**

Despite the measures being taken as outlined above it is forecasted that in April 2019 the backlog of void properties could be in excess of 100, therefore other actions are being explored to address the issue.

### Other actions being explored

- •Using the contractor appointed under the Disabled Adaptations Framework
- •Reducing the level of works carried out before letting
- •Increasing the incentives for tenants to carry out works themselves

Further options will continue to be explored.





