

Y Pwyllgor Cymunedau, Cydraddoldeb a Llywodraeth Leol

Lleoliad:
Ystafell Bwyllgora 2 – y Senedd

Dyddiad:
Dydd Mercher, 13 Mawrth 2013

Amser:
09:15

Cynulliad
Cenedlaethol
Cymru

National
Assembly for
Wales



I gael rhagor o wybodaeth, cysylltwch â:

Polisi: Marc Wyn Jones
Clerc y Pwyllgor
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Agenda

Cyfarfod preifat cyn y prif gyfarfod – 09.15 – 09.30

1. Cyflwyniad, ymddiheuriadau a dirprwyon (09.30)

2. Ymchwiliad i addasiadau yn y cartref – Sesiwn dystiolaeth 8 (09.30 – 10.15) (Tudalennau 1 – 6)

Cartrefi Cymunedol Cymru
CELG(4)-09-13 – Papur 1

- Sioned Hughes, Cartrefi Cymunedol Cymru, Cyfarwyddwr Polisi ac Adfywio
- Nikki Cole, Pennaeth Datblygu, Cymdeithas Tai Wales & West
- Shirley Davies, Cyfarwyddwr Tai a Chymdogaethau, Cartrefi RCT

3. Ymchwiliad i addasiadau yn y cartref – Sesiwn dystiolaeth 9 (10.15 – 11.00) (Tudalennau 7 – 11)

Swyddfa Archwilio Cymru
CELG(4)-09-13 – Papur 2

- Steve Barry, Rheolwr Archwilio Perfformiad – Ardal Llywodraeth Leol
- Nick Selwyn, Arweinydd Archwilio Perfformiad – Llywodraeth Leol

4. Ymchwiliad i addasiadau yn y cartref – Sesiwn dystiolaeth 10 (11.00 – 11.45) (Tudalennau 12 – 18)

Tai Pawb

CELG(4)-09-13 – Papur 3

- Emma Reeves–McAll, Swyddog Cydraddoldeb ac Amrywiaeth

5. Cynnig o dan Reol Sefydlog 17.42 i benderfynu gwahardd y cyhoedd o'r cyfarfod ar gyfer y canlynol: (11.45)

Eitem 6

6. Blaenraglen Waith y Pwyllgor (11.45 – 12.05) (Tudalennau 19 – 23)

CELG(4)-09-13 – Papur preifat 4

CELG(4)-09-13 – Papur preifat 5



Inquiry into home adaptations

Community Housing Cymru response

1. About Us

The Community Housing Cymru Group (CHC Group) is the representative body for housing associations and community mutuals in Wales, which are all not-for profit organisations. Our members provide over 136,000 homes and related housing services across Wales. In 2010/11, our members directly employed 6,500 people and spent over £800m in the Welsh economy. Our members work closely with local government, third sector organisations and the Welsh Government to provide a range of services in communities across Wales.

Our objectives are to:

- Be the leading voice of the social housing sector.
- Promote the social housing sector in Wales.
- Promote the relief of financial hardship through the sector's provision of low cost social housing.
- Provide services, education, training, information, advice and support to members.
- Encourage and facilitate the provision, construction, improvement and management of low cost social housing by housing associations in Wales.

Our vision is to be:

- A dynamic, action-based advocate for the not-for-profit housing sector.
- A 'member centred' support provider, adding value to our members' activities by delivering the services and advice that they need in order to provide social housing, regeneration and care services.
- A knowledge-based social enterprise.

In 2010, CHC formed a group structure with Care & Repair Cymru and the Centre for Regeneration Excellence Wales (CREW) in order to jointly champion not-for-profit housing, care and regeneration.

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Community Housing Cymru response

Introduction

As the membership body for housing associations and community mutuels in Wales, we welcome the opportunity to respond to the National Assembly for Wales' Communities, Equality and Local Government Committee inquiry into home adaptations. We have discussed the terms of reference of the inquiry with our members and with partner organisations and feedback is included within this response.

CHC response

- **General comments**

As this committee will be aware, there is no single standard or process for adaptations within Wales and there are differences in the system, particularly in the different tenures such as Registered Social Landlord (RSLs) properties, accessing Physical Adaptations Grants (PAGS) and in private housing or privately rented properties where individuals have to apply for Disabled Facilities Grants (DFG's) for example. Over the years there has been a number of consultations on DFG's and the PAG's process in particular, but little action as a result of them so it would be useful for the committee to re-visit the recommendations from previous reviews that have been carried out.

Since the system of fast-track adaptations was introduced following the Welsh Government's Essex Review, our members have advised us that the current system for administering the PAG grants, especially those which fall under the fast track system, is a great system that is very responsive with the clients at the heart of the system. Members have stated that adaptations' times have shortened with the fast track system, with one member stating that it leads to works installed within 2 weeks. However, feedback from members has also stated that this 2 week figure does not recognise the lead in time to enable the implementation of the works which can be as long as three months or more in some areas. This is primarily a result of lack of resources within the OT sector and delays in receiving the reports to enable tenders or quotations for the works to be obtained. There are still layers of bureaucracy in the PAG system such as tendering process where frameworks are not in place which also impact on the end to end time of delivering the adaptation.

The fast track element of the PAG's system itself should be used as a programme of good practice and it is vital that any recommendations made don't impact negatively on the quality of services our members are able to deliver. However, we would hope that this review does look to resolve the unnecessary delays as eluded to above. It should also be noted that PAGs is not available to Large Scale Voluntary Transfer organisations, who are required to build their future adaptations demand and costs into their business plans when transferring. We will discuss this issue separately in the paper.

There is a need to be more creative about the use of resources to meet the increasing demand for adaptations and a need for health and social care to work together as housing affects health.

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Residents actually require work to be completed within a short space of time as their health can necessitate the work sooner rather than later and long waits for work to be completed also have an impact on the health sector through admissions and delayed discharge. The speed of the current system helps towards enabling disabled people to remain in their homes and cuts down on hospital admissions and aids hospital discharge and inevitably saves health money, as the adaptations are in place quickly. The grants also cut down on the costs to social services in terms of home care as the adaptations done quickly allow tenants to retain their independence in terms of personal care and meal preparation etc.

This form of funding is a good use of resources as the adaptations installed stay within the RSL stock and can be offered to another disabled person when the property is re-let. In addition, by looking and assessing in a holistic way, social landlords are able to consider a range of housing options for a disabled person, including a move to a more appropriate property as opposed to spending money on an adaptation which may not produce a long term solution to the individual's need. We are seeing adapted homes registers developing in some areas across Wales or being integrated into Common housing registers. At a strategic level, there is some work being done by HA's to move towards common housing registers for adaptations. We appreciate that further work is required to ensure this is done across the board. However, the use of adapted homes registers and the link to common waiting lists is not working effectively which therefore results in many adaptations being removed from properties on relet. Furthermore consideration must now be given to impacts of welfare reform and the 'bedroom tax'. It will be important to capture how many residents who have previously received a PAG or who are living in purpose built properties will be affected by housing benefit changes and whether there is a consistent approach to discretionary housing benefit in such situations.

- **What impact reduced resources for housing are likely to have on the provision of home adaptations**

Whilst the Physical Adaptations Grant has speeded up the process for some housing association tenants, there are particular issues facing older people living in properties that have been transferred from a local authority to a housing association. In these cases tenants of large scale voluntary transfer (LSVT) organisations are not eligible for the Physical Adaptations Grant and they cannot access DFG either. The amount of funding that an LSVT will use to fund its own DFG's will depend on what was factored into their business plan prior to transfer, with figures ranging from around £430k per annum to £1m per annum. Whilst certain LSVT's are working very closely with their local authority, due to financial pressures on the council, they have had to increase the time it takes to carry out adaptations for tenants. Certain LSVT's in Wales do not have funding built into their business plans and therefore the financial burden falls on the local authority which may not be the best option.

As well as the total funding for works, LSVT'S may well employ a full time surveyor to facilitate the works of adaptation. This equates roughly to a further £50k of funding including on costs. Reduced resources mean that LSVT's will have less funding all round and services will be reduced or slimmed down. Whilst LSVT's may opt to continue to invest in aids and adaptations they may well reduce other service provisions. The LSVT is responsible for ensuring funding is available for adaptations,

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and there is a need for strategic, long term planning for funding of adaptations when business plans for stock transfers are drawn up.

Since 2005, demand on PAG's has increased. For example, in 2007/08 PAG spend figures amounted to £4.8m and for 2011/12, the top sliced amount for PAG's from SHG funding amounted to £8.5m. The levels of spend on PAG's in recent years needs to be translated into the number of PAGs actually provided and the type, e.g. fast track, large extensions etc. An understanding of the number of individual households benefiting from the system will provide a more robust value for money view point to the inquiry.

We are seeing significant reductions in social housing grant budgets for future years. We need to see a combination of actions including the need for a better use of resources and the need to make the clear link between health, housing and social care and look at the integration, for example, of health and social care re adaptations budgets and oversee this. The key aim must be sustaining adequate resources in the light of increased demand. Organising adaptations needs to be based on whole systems thinking (e.g. including social care, health, housing) and policy integration rather than being based in individual settings and we need better general links between housing services and re-ablement services.

- **Is the Welsh Government effectively monitoring the provision of adaptation services**

Any improvements to speed up the system, especially for young people and older persons, would be welcomed: there should be recognition that the PAGs 'fast track' system has been a success, and this has been partly due to a recognition that professionals need to have confidence in the competency of other professionals, albeit in a different discipline. CHC realises that there is still a need to gather evidence from our members in Wales regarding the average waiting times for the installation of an adaptation. CHC will be able to get a snapshot of this type of data by the time we give oral evidence to the committee on the 13th of March to underline what we have stated above, although we recognise that in the long term it is vital that RSL's work with Welsh government and local authorities, amongst others, to properly monitor and map out average waiting times for an installation as well as measuring demand and how much of our own members resources are spent on small adaptations.

- **Why are there still significant variations in the time it takes to deliver aids and adaptations funded by disabled facilities grants across Wales?**

This point in the terms of reference has been commented on above. Our members have not accessed DFG's at any sort of scale even though it is legally open to all tenures. Feedback and statistics from the "Homes for Wales: Transforming Housing Adaptations" event in Cardiff in July, demonstrated that council tenants and owner occupiers may face unacceptable waiting times for sometimes very basic adaptations and significant variations may exist because of the different ways that different LAs in Wales deliver their DFG and adaptation services.

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Occupational therapists

In identifying barriers to streamlining services, OT's resources are an issue that needs to be looked at in terms of pooling resources. Feedback from the event in July suggested inconsistencies in O.T. assessment times relating to insufficient resources amongst other reasons. There is a need to ensure the use of OT resources is effective. Where it works well, it is not necessarily replicated across all locations (e.g. trusted assessors for smaller adaptations, ensuring OT use for complex care cases etc). There is a need to clarify the OT staff role in respect of minor adaptations. The issue of training for RSLs and OTs is paramount in as much as referrals to OTs do not always make the best use of their time. Members have stated that OTs may sometimes build up expectations to the point that an RSL feels bound to at least review individual referrals for works which may be in excess of the value of the property or inappropriate to carry out. Local working arrangements are key so resources and homes are used most effectively and efficiently.

Means testing

Means testing is a contentious issue. In principle the need for adaptations shouldn't be means tested. Whether means testing was to be simplified or abolished for example, in terms of its use-fairness, bureaucracy and delays need to be looked at. Means testing can be complex and time consuming and potentially inequitable.

Working with Care & Repair

Our members support the services available through Care & Repair being made available to social housing tenants and a significant amount of CHC members utilise the services of Care & Repair agencies. LA's and RSL's have the opportunity to look at the services provided by the Care & Repair agency operating in their area to assess the potential for a better service.

Feedback from the sector has stated that there has been positive experience of administering the Independent Living Grant and that the scheme has delivered an improved adaptation service, demonstrated value for money, was efficient and timely, certainly warrants additional investment and the programme has made a significant difference to people who had been on waiting lists for a considerable time. CHC welcomes the recent additional funding of approximately £1m for the ILG for 21012/13.

Furthermore, CHC believes that the value which is achieved through RRAP programmes is well documented and any extension can only be beneficial, not only for individuals but for other service providers in the public sector (e.g. health and social care budgets). We were very pleased given the current economic climate that the Rapid Response Adaptations Programme (RRAP), grant funding for 2012/2013 was maintained at the same level as 2011/2012. Care & repair Cymru have estimated from information gathered over the last 10 years that each pound spent on Rapid Response Adaptations saves Health/Social Services around £7.50. The programme is acknowledged by all partners to be efficient and effective, yet demand exceeds funding and the programme has to be

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rationed. The value and input of the programme cannot be underestimated, work is carried out speedily, the service is cost effective and professionally undertaken. This could certainly be expanded to older people living in social housing.

More work needs to be done jointly with health on early release temporary accommodation and provision of respite services as well as best use of resources for patients who have an ongoing condition and low level interventions such as accident prevention of slips, trips and falls e.g. slipper exchange. Facilitating the emergency evacuation of tenants may involve major structural work to homes as well as the resources of the emergency services including the fire service. When adapting homes, it is also important to recognise what it means for the tenant. So often, a tenant may not understand a set of plans or how their home will change if e.g. a through floor lift is installed. This often causes unnecessary anxiety and distress and has resulted in tenants terminating their tenancy.

**Community Housing Cymru
February 2013**

**Community Housing Cymru Group Members:
Aelodau Grŵp Cartrefi Cymunedol Cymru:**



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Dyddiad: 1 Chwefror 2013

Ein cyf: HVT/1807/hcj

Tudalen: 1 o 5

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Annwyl Mr Wyn Jones

YMCHWILIAD I ADDASIADAU I GARTREFI

Cefais lythyr ymgynghorir Pwyllgor yn ddiweddar ar gyfer ei ymchwilad i Addasiadau i Gartrefi. Gan ddefnyddio tystiolaeth o rywfaint o'n gwaith archwilio diweddar ar draws llywodraeth leol, rwyf wedi atodi i'r llythyr hwn ymateb byr i'r ymgynghoriad.

Gobeithio y bydd hwn o gymorth i'r Pwyllgor. Byddai staff Swyddfa Archwilio Cymru yn fwy na pharod i drafod ein tystiolaeth archwilio am gyflawni addasiadau i gartrefi yng Nghymru â chi yn fanylach pe bai hynny o gymorth.

Yn gywir

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Atodiad: Ymateb Swyddfa Archwilio Cymru i ymgynghoriad y Pwyllgor Cymunedau, Cydraddoldeb a Llywodraeth Leol ar Addasiadau i Gartrefi

1. Mae gwasanaethau addasu cartrefi yn rhan bwysig o system ehangach sy'n ceisio helpu pobl ag anabledau i fyw'n annibynnol. Mae elfennau eraill o'r system ehangach honno yn cynnwys y gwasanaethau allailuogi a'r system ariannu cefnogi pobl.
2. Er bod cylch gorchwyl y Pwyllgor yn cyfeirio'n benodol at Grantiau Cyfleusterau i'r Anabl, fel y cydnabu adroddiad 2009 gan y Pwyllgor Cyfle Cyfartal, dim ond un o nifer o fyrrdd o ariannu addasiadau i gartrefi yw'r rhain. Ymhlith y ffynonellau ariannu amgen mae gwaith gofal a thrwisio, addasiadau i eiddo y mae'r awdurdod lleol yn berchen arnynt a ariennir drwy'r cyfrif referiw tai, a'r Grantiau Addasiadau Ffisegol i denantiaid mewn cartrefi sy'n eiddo i gymdeithasau tai.
3. Mae ein gwaith archwilio perfformiad diweddar ar draws llywodraeth leol wedi cynnwys dadansoddi perfformiad rhai cynghorau o ran darparu Grantiau Cyfleusterau i'r Anabl. Mae staff archwilio perfformiad wedi bod yn rhoi sylw penodol hefyd yn ddiweddar i ddiagonolwydd cyffredinol y 'Dangosydd Strategol Cenedlaethol' a ddefnyddir i fesur y broses o ddarparu'r Grantiau hyn gan gynghorau lleol ledled Cymru. Nid yw'r gwaith hwn wedi'i offen yn derynol ac ni chyflwynwyd adroddiad arno eto.
4. Wrth ddehongli'r data sydd ar gael ar yr amserlenni ar gyfer darparu Grantiau Cyfleusterau i'r Anabl, mae'n bwysig cydnabod y darperir y rhain yn aml i bobl sy'n agored iawn i niwed a phobl anabl iawn y gall eu hanghenion a'u gofynion newid yn ystod oes cais am Grant o'r fath. Gall eu penderfyniad i fynd ar drywydd addasiad yn y pen draw fod yn eithaf anodd a gall gymryd amser a all ychwanegu at yr amser a gymerir i wneud y gwaith. Yn ein profiad ni, mae enghreifftiau lle bydd cynghorau'n cau achosion tra byddant yn aros i ymgeisydd gyfuno i fwrw ymlaen â'r gwaith addasu, dim ond i ddechrau'r broses gyfan eto pan fyddant yn penderfynu bwrw ati.
5. At hyn, gall gwaith addasu cymhleth yn anochel gymryd mwy o amser. Mae risg y gallai rhoi gormod o bwyslais ar geisio perfformiad gwell yn erbyn y dangosydd perfformiad cenedlaethol, ddarparu cymhelliant croes i gynghorau flaenoriaethu adnoddau tuag at waith llai cymhleth ar draul y rheini sydd â'r angen mwyaf. Fodd bynnag, nid yw'r data perfformiad a nodwyd yn cynnwys gwaith o ran Grantiau Cyfleusterau i'r Anabl gwerth llai na £5,000 ychwaith. I rai cynghorau, gall gwaith o'r fath gymryd cyfran sylweddol o gyfanswm y gwariant sy'n gysylltiedig â'r Grantiau hyn a gall yr addasiadau a ddarperir gael effaith sylweddol o hyd o ran cynnal annibyniaeth derbynyddion.
6. Efallai y bydd y Pwyllgor am ystyried yn fanylach y cwmpas i freinio'r fframwaith rheoli perfformiad ymhellach i wahaniaethu rhwng categorïau gwahanol gwaith Grantiau Cyfleusterau i'r Anabl (er enghraifft yn ôl math neu werth). Gallai'r Pwyllgor hefyd ystyried cyfleoedd i werthuso'n well werth am arian cyffredinol buddsoddiad y cynghorau mewn Grantiau Cyfleusterau i'r Anabl drwy ystyried mesurau eraill sy'n ystyried yr effaith ar y rheini sy'n cael budd o'r gwaith ac ansawdd a chost gyffredinol y gwaith. Fel y mae, er bod

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y fframwaith rheoli perfformiad yn gwahaniaethu bellach rhwng y Grantiau a ddarperir i bobl ifanc ac oedolion, nid ymddengys fod y gwaith mireinio a awgrymwyd gan y Pwyllgor Cyflie Cyfartal o ran trefniadau'r dangosyddion perfformiad wedi cael ei gyflawni'n llwyr.

7. Mae mesur perfformiad y Grantiau fel Dangosydd Strategol Cenedlaethol wed bod yn bwysig i helpu i godi profil gwaith y Grantiau a'u cyfraniad at y gwaith o gefnogi byw'n annibynnol. Fodd bynnag, mae'r mesur hwn yn parhau i ganolbwyntio ar Grantiau Cyfleusterau i'r Anabl a ddarperir i berchen-feddianwyr a thenantiaid landlordiaid sector preifat. Nid yw'n rhoi cipolwg o berfformiad cynghorau wrth gyflawni gwaith addasu ar draws eu stoc tai eu hunain, lle bo gan gynghorau eu stoc o hyd. Yn yr un modd, mae'n eithrio gwaith Grant Addasiadau Ffisegol a gyflawnir ar gartrefi sy'n eiddo i gymdeithasau tai sydd, o ganlyniad yn rhannol i drosglwyddo stoc awdurdodau lleol, wedi bod yn cynyddu o ran gwerth. Er bod cymdeithasau tai yn rhoi gwybodaeth i Lywodraeth Cymru gan nodi faint o waith grant addasiadau a gyflawnir, nid ydym yn ymwybodol bod unrhyw system ar waith i werthuso perfformiad cymdeithasau tai yn fwy ffurfiol o ran cyflawni'r gwaith hwn ac, yn wahanol i gynghorau, nid yw'n ofynnol i gymdeithasau tai adrodd yn gyhoeddus ar eu perfformiad. Yn yr un modd, nid ydym yn ymwybodol bod gan Lywodraeth Cymru drefniadau ar waith i fonitro'n ffurfiol lefel neu berfformiad gweithgarwch sy'n gysylltiedig â Gofal a Thrwasio.
8. Yn fwy cyffredinol, gall yr amrywiadau sylweddol a welwn o hyd yn yr amser a gymerir i ddarparu cymhorthion a chyflawni addasiadau a arlennir gan Grantiau Cyfleusterau i'r Anabl ledled Cymru adlewyrchu, o leiaf yn rhannol, ddiagonolrwydd trefniadau rheoli ategol y cynghorau. Er enghraifft, byddem yn sylwi ar y canlynol:
 - a. Mae tuedd barhaus i rai cynghorau fabwysiadu dulliau traddodiadol o gaffael drwy gontractau un tendr yn hytrach na defnyddio dulliau mwy modern fel trefniadau llunio partneriaeth/fframwaith a/neu swmp-gontractio.
 - b. Mae systemau achredu ffurfiol ar gyfer contractio gwaith Grantiau Cyfleusterau i'r Anabl yn aml yn ddifffygol o ran eu ffocws ar:
 - i. Safonau gofal cwsmeriaid, fel cadw apwyntiadau, cadw'r safle'n daclus a rheoli swm.
 - ii. Fetio sefyllfa ariannol, statws treth a TAW, a threfniadau yswiriant.
 - iii. Hyrwyddo arferion lechyd a dlogelwch da.
 - iv. Defnyddio cynlluniau gwarant.
 - v. Gofyn am eirdaon.

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- c. Mae i ba raddau y defnyddir dulliau integredig i asesu a chyflawni gwaith ac effeithiolrwydd y gwaith hwnnw (rhwng staff therapi galwedigaethol a staff grantiau) yn parhau i fod yn amrywiol. Yn ein profiad ni, prin yw'r cynghorau sydd â system o'r dechrau i'r diwedd sy'n dwyn yr holl ranndeiliaid ynghyd i ddarparu Grantiau Cyfleusterau i'r Anabl yn effeithiol. Mae tuedd o hyd i elfennau unigol o'r broses Grantiau ddilyn y nail ar ôl y llall mewn llinell, yn hytrach na bod cynghorau yn ystyried cyfleoedd i symleiddio, er enghraifft drwy weithredu rhannau gwahanol o'r broses ar y cyd.
- ch. Am fod y Grantiau hyn yn seiliedig ar brawf modd¹, gall y broses o wneud cais a chymeradwyo'r cais hwnnw fod yn gymhleth ac yn hir yn aml. Wedi dweud hynny, mae'n amlwg yn bwysig i awdurdodau lleol gynnal rheolaethau priodol i ddiogelu rhag twyll. Gall y cyfleoedd i gynghorau gyflymu'r broses gynnwys: defnyddio Cofrestrfa Tir EMI i ganfod gwybodaeth a theitlau eiddo; defnyddio asiantaethau credyd ar-lein i wirio data ariannol ar gleientiaid; didoli a chyflymu Grantiau yn effeithiol ar y pwyt cyswllt cyntaf; a chynnal asesiad ariannol yr ymgeisydd ar y pwyt y caiff yr asesiad am y Grant ei gwblhau.
- d. Caiff y broses atgyfeirio, er mwyn galluogi cleientiaid i gael eu hasesu'n brydlon ac yn gyflym, ei chefnogi gan systemau rheoli gwybodaeth gwael nad ydynt yn gweithredu yn unol ag egwyddorion tro cyntaf cywir. O ganlyniad, ni chaiff yr holl wybodaeth sy'n ofynnol i asesu cleient ei chasglu o reidrwydd ar y pwyt cyswllt cyntaf. Gall hyn arwain at oedi sylweddol gan fod cynghorau'n tueddu i roi'r pwyslais ar y cleient i ddatrys y bwlch mewn gwybodaeth yn hytrach na cheisio rheoli'r baich tystiolaeth eu hunain.
9. Rydym wedi gweld tystiolaeth o rai cynghorau yn cynnal eu gwariant a gyllidebwyd ar Grantiau yn y blynyddoedd diwethaf er gwaethaf cyfyngiadau ariannol ehangach. Fodd bynnag, nid yw buddsoddiad presennol bob amser yn ddiogol i ddarparu'r holl Grantiau gofodol sy'n ofynnol ac yn aml bydd yn rhaid i ymgeiswyr aros cryn dipyn o amser i sicrhau grant. Pe bai'r Pwyllgor yn gofyn am unrhyw wybodaeth ddiweddar am gyllidebau/gwariant cynghorau ar y Grantiau hyn, mae'n werth bod yn ymwybodol bod gwahaniaethau o ran sut y telir am y gwasanaethau hyn yn lleol. Yn ein profiad ni, mae rhai cynghorau'n ceisio sicrhau incwm ffioedd o'r Grantiau o dan gytundeb asiantaeth tra bod eraill yn cael eu hariannu o referniw craidd ac yn gwario 100 y cant o'r gyllideb Grantiau ar waith addasu. Gall fod y Pwyllgor am ystyried hefyd a yw cynghorau a chymdeithasau tai yn mantelcio i'r eithaf ar dai presennol sydd wedi'u haddasu i osgoi gwario mwy o arian yn ddiangen ar addasiadau i'w stoc tai eu hunain.

¹ Yn achos pobl ifanc (dan 19 oed) nid oes unrhyw brofion modd. Fodd bynnag, yn ein profiad nid yw hyn o reidrwydd yn arwain at wahaniaethau amlwg yn yr amseroedd darparu cyfartalog ar gyfer Grantiau Cyfleusterau i'r Anabl.

Dyddiad: 1 Chwefror 2013
Ein cyf: HVT/1807/hcj
Tudalen: 5 o 5

10. Yn olaf, gall fod yn ddiddorol i'r Pwyllgor nodi canfyddiadau darn o waith a gomisiynwyd gan Swyddfa Archwilio Cymru o 'Ganolfan Ymchwil Menter Ddarbodus' Prifysgol Caerdydd yn 2009-10. Ystyriodd yr adroddiad hwnnw y broses o gymhwyso meddwl darbodus ac ar sail systemau ar draws y sector cyhoeddus yng Nghymru ac roedd yn cynnwys astudiaeth achos am adolygiad meddwl systemau o wasanaeth Grantiau Cyfleusterau i'r Anabl Cyngor Bwrdeistref Sirof Castell-nedd Port Talbot². Yn ein Hadroddiad Gwella Blynyddol ar gyfer 2012, nodwyd bod Grantiau Cyfleusterau i'r Anabl yn un o nifer o feysydd y gallai'r Cyngor ddangos amseroedd darparu gwasanaethau gwell ac ansawdd gwasanaethau gwell. Roedd hymny er gwaethaf y ffaith i'r Cyngor berfformio'n wael o gymharu â chynghorau eraill yn erbyn y dangosydd strategol cenedlaethol am yr amser a gymerodd i ddarparu'r Grantiau. Mae'r Cyngor wedi datblygu mesurau perfformiad eraill, ar wahân i'r amseroedd darparu, er mwyn helpu i fonitro perfformiad gwasanaethau.

² 'Canolfan Ymchwil Menter Ddarbodus', Lean and Systems Thinking in the Public Sector in Wales, Ionawr 2010, http://www.wao.gov.uk/assets/englishdocuments/Systems_Thinking_Report_eng.pdf

Eitem 4

Paper 3

Communities, Equality and Local Government Committee

Inquiry into Home Adaptations

Response from : Tai Pawb



8 January 2013

For further information about this paper please contact:

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Who we are

Tai Pawb (housing for all) is a registered charity and a company limited by guarantee. The organisation's mission is, "To promote equality and social justice in housing in Wales". It operates a membership system which is open to local authorities, registered social landlords, third (voluntary) sector organisations, other housing interests and individuals.

What we do

Tai Pawb works closely with the Welsh Assembly Government and other key partners on national housing strategies and key working groups, to ensure that equality is an inherent consideration in national strategic development and implementation. The organisation also provides practical advice and assistance to its members on a range of equality and diversity issues in housing and related services.

Tai Pawb's vision is to be:

The primary driver in the promotion of equality and diversity in housing, leading to the reduction of prejudice and disadvantage, as well as changing lives for the better.

A valued partner who supports housing providers and services to recognise, respect and respond appropriately to the diversity of housing needs and characteristics of people living in Wales, including those who are vulnerable and marginalised.

For further information visit: www.taipawb.org

Charity registration no. 1110078
Company No. 5282554

Introduction

As a membership body for social housing providers across Wales we welcome the opportunity to respond to the National Assembly for Wales' Communities, Equality and Local Government Committee inquiry into housing adaptations. We further welcome the opportunity to submit oral evidence to the inquiry in March 2013, during our oral evidence we will provide further detailed feedback from our membership once it has been forwarded to us.

General Comments.

1. There are currently several routes for an individual to access funding to help with the cost of adapting their home to enable a greater independence in their daily lives. The route into funding is both complex for the individual and creates inequalities dependent on:

- tenure type
- age
- income / means tested approach

2. Additionally there is concerning anecdotal evidence that refusal of adaptations is being used as a housing management tool to tackle some of the perceived problems associated with under occupancy. It is unclear if all tenants who request adaptations for their property and who are under occupying are refused on the grounds of occupation level or if only those who are receipt of housing benefit are being denied access to these services. It is further unclear what knowledge there is of suitable accessible or adaptable housing being available for these individuals or what consideration, if any, is being given to the impact this has on community cohesion and individual support networks. This is an area which Tai Pawb is seeking more information on and hopes to be able to present this to the inquiry during their oral evidence in March 2013.

Why there are still significant variations in the time it takes to deliver aids and adaptations funded by Disabled Facilities Grants across Wales

3. Some variation is to be expected in the delivery time for Disabled Facilities Grants on a regional basis across Wales. These will be associated with local capacity difficulties and challenges, population demographics and, the housing stock itself and also the typography of the area. Furthermore local variances in the administration processes of the Disabled Facilities Grant may also account for some of the disparities between Local Authority areas and the completion of work through a disabled Facilities Grant. This is somewhat inevitable in a complex system where there can be a large disparity between the types of adaptations requested in one local authority area in comparison with another. As a DFG is a means tested grant there may be significant delays associated with some disabled people having to secure finances to cover their contribution towards the cost of the grant also.

4. Currently the DFG is the only adaptation process which has a Performance Indicator associated with it, but this PI does not distinguish between the *type* and *complexities* of the adaptation being provided and simply considers the waiting time. However the separation of PIs for adaptations which were provided for children and adults does allow for a low level comparator to exist between adaptation types. Whilst it may be possible to consider comparator waiting times for DFGs across local authority areas, there are significant data challenges which need to be addressed to ensure there is an accurate like for like comparison being made. Additionally it is not possible to compare variances between DFG processes and other funding routes such as PAG, RRAP and Independent Living Grants as there are not PI associated with these forms of funding.

5. Additionally the PIs which is used for DFGs does not take into consideration that the process has distinct processes within the grant which need to be completed in a particular order. The PI does not allow for accurate recording at what stage during the grant process a wait is generated. Thus it is difficult to use the PI to improve service delivery or to enable accurate like for like comparisons either within a local authority area or across boundaries. For example a delay may occur due to waiting for access to an Occupational Therapist Assessment as the service user has been assessed as a low priority using Fair Access to Care Services (FACS) criteria this is included in the PI for the DFG as it is part of the time taken to get a solution to the problems being faced by the service user. However the wait occurred outside of the DFG process as it is only after the assessment has been completed and a DFG has been identified as a solution that any progress can be made on the applications. Some local authorities will fast track DFG referrals but it is not always clear on the application if this is the basis for the application for assessment; the concern with prioritising on these grounds rather than need is that those who are in significant need may face unacceptable delays in service provision as capacity is being used by DFG applications.

Whether sufficient progress has been made on the implementation recommendations from the Equality of Opportunity Committee's 2009 report on home adaptations

6. According to the response from the College of Occupational Therapists to our inquires there have been significant improvements in service design and delivery in light of the 2009 report by the Equality of Opportunity Committee

7. Recommendation 9– the Older Persons Commissioner, Age Cymru, Care and Repair and the College of Occupational Therapists work together to produce a information leaflet to help older people better understand the options available to them when considering the need to adapt their home.

8. Tai Pawb would like to see this approach extended to all people across Wales and an accessible information leaflet to be produced to help disabled people and their

families and carers to understand the complexities of the housing adaptation system. In the light of the increased reliance on the private rented sector within Wales and the proposed tenancy reform this is a minimum step which should be considered by Welsh Government.

9. Recommendation 10 Whilst there has been some work undertaken by the college of occupational therapists, some work with housing organisations and continuing care providers in Wales and Tai Pawb has a voice on the All Wales Posture and Mobility Board there is more work to be done in this area. There are significant improvements which could be made by closer working between health and housing in Wales; this includes better and more robust links with discharge nurses in rehabilitation units as a minimum. A recent (English) report highlighted the unacceptable levels of young people with an acquired spinal injury who were placed into older persons (non specialist) care homes as they were unable to return to their home to do accessibility difficulties (Aspire Report <http://www.aspire.org.uk/Data/Sites/1/media/what-we-do/carehomereseach/carehomereseachreport.pdf>)

What impact reduced resources for housing are likely to have on the provision of home adaptations.

10. There are significant challenges currently facing the social housing sector in Wales, in part as unprecedented changes in welfare provision take hold. Welsh Government continues to support the use and establishment of Accessible Housing Services in Wales (Framework for Action on Independent Living) however the unintended consequence of housing benefit reform and under occupation changes make mean that the efficiency of such services is called into question. Previously Accessible Housing Services have operated on a best match or best fit approach which could result in under occupancy. In effect the primary driver had been to provide the disabled person with a property which best match their access needs in terms of adaptations. This approach ensured that the disabled person was housed in a property which matched their needs whilst ensuring that adaptations did not go to waste or where not being removed at additional cost to the tax payer. Whilst housing management would also be to try to avoid under occupancy; where this was not possible it was thought to be more efficient to allow under occupation and reuse of adaptation rather than removal of adaptations possible new grant funded adaptations being utilised in a smaller property where under occupation did not exist. This not allow ensured efficiency within the housing and grants system were maintained but for the service user it facilitated moving to suitable properties in a more timely manner. With the introduction of under occupation charges it is unclear how the system will continue to work. There is a real danger that adaptation will begin once again to be removed from properties where appropriate sized disabled households cannot be found allowing old inefficiencies to creep back into the system.

11. Tai Pawb has further concerns related to permissible services charges. Previously some housing providers in Wales had accounted for maintenance contracts and general up keep of adaptations within a housing benefit claim. This, under the new rules, is no longer allowed. There is concern that people in need of adaptation will not apply to have these completed as they are fearful of the additional costs they will incur due to annual maintenance charges associated with the adaptations. This is also a concern highlighted by our members.

Is the Welsh Government effectively monitoring the provision of adaptation services?

12. As indicated in our response to previous questions there is much more scope for appropriate and accurate monitoring and PIs across all grant schemes in Wales. There is no systematic equality monitoring data which is collected using a standard format used by all grant administering bodies / agencies. This means that there is no systematic way of ensuring equity of access to grant funding streams in Wales for any of the protected characteristics. Therefore satisfaction in service delivery cannot be assessed either on a regional basis or used for whole service comparators in relation to any of the protected characteristics.

What needs to be done to improve home adaptations services in Wales

13. There are several key areas for consideration to improve home adaptation services in Wales these are briefly listed below and we welcome the opportunity to expand on these during our oral evidence in March 2013:

- Clear and careful consideration to reduce the complexities within the funding routes for housing adaptations
- Consideration of a tenure 'blind' approach to housing adaptation grant funding in Wales
- Appropriate mitigating actions to be considered and implemented to help ensure that resources are not wasted as a direct result of under occupancy rules for housing benefit claimants.
- Consideration of the appropriateness and disparities which are created by the DFG process being means tested and the PAG and Independent Living Grant being non- means tested.
- If means testing is to remain a propitiate approach to means testing is utilised, that additional options are made available for all people in Wales such as a low cost loan.
- No disabled person in Wales should be forced to live in a non-adapted home due to the inability to afford a contribution towards a means tested grant.
- Consideration should be given to the wider impact of enabling a disabled person to remain in either a privately rented home or a home they own, in terms that the alternative for them is to try to access social housing through a housing association where any adaptation needs would not be means tested. In a system where there currently is a lack of accessible housing the abolition

of a means tested DFG should be considered in the light of the alternative which could be this person trying to be rehomed the oversubscribed social housing sector.

- Help to mitigate the disproportionately negative impact associated with DFG means testing and younger people.
- If one grant administering body is to be used in Wales Welsh Government needs to ensure that this body is properly funded and adequate resourced. Furthermore Welsh Government will need to ensure that any such body has the expertise to work with people who may identify themselves as possessing any of the protected characteristics listed the Equality Act 2010, and to ensure that all aspects of service delivery and design are monitored in relation to this.
- Better use of Occupational Therapist resources including the possibility of OTs dedicated to housing as shared resources jointly funded by Las, Housing Associations and LSVTs.

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