

## **CAERPHILLY HOMES TASK GROUP - 14TH DECEMBER 2017**

SUBJECT: WELLBEING OBJECTIVE WO5 & WHQS PROGRESS UPDATE -

INVESTMENT IN COUNCIL HOMES TO TRANSFORM LIVES AND

**COMMUNITIES** 

REPORT BY: CORPORATE DIRECTOR - COMMUNITIES

#### 1. PURPOSE OF REPORT

1.1 To update progress against Wellbeing Objective (WO5) and provide an update on progress made to deliver the Welsh Housing Quality Standard (WHQS) programme – Investment in Council homes to transform lives and communities for the first six months of 2017/18.

#### 2. SUMMARY

- 2.1 It is acknowledged that good quality, well managed homes in safe and attractive communities contributes to tenants' health, education and wellbeing. This report covers the period April 2017 to September 2017 and looks at the contribution that Caerphilly Homes has made to WO5 as part of its major investment programme to bring the council's housing stock up the Welsh Housing Quality Standard by 2020. Such an investment has also been used to target support for local businesses, training, employment and the local economy as a whole, as well as improving standards within our tenants' homes.
- 2.2 Members will be aware of the Wales Audit Office report which was recently presented following a review that was undertaken in March/April 2017. This report concluded that the Council was unlikely to achieve WHQS by 2020 and made a number of recommendations aimed at delivering improvements.
- 2.3 A number of the issues highlighted in the WAO report were already being progressed by officers at the time of the review and improvements have been realised which have resulted in significant progress having been made during 2017/18.
- 2.4 The internal works have achieved 1039 completions against a whole year target of 2618 (40% at the half way point through the year). Overall, since the commencement of the programme a total of 7,096 properties have benefitted from internal improvements (65% of the housing stock). The external completions have achieved 1302 completions against a whole year target of 4675 which equates to 28% at the half way point through the year). Overall the total number of external completions now stands at 2,602 (24% of the housing stock). The total number of properties that were fully compliant with WHQS for 2016/17 was 252 and the current compliance for 2017/18 stands at 1103 (10.2%). (See Appendix 2).
- 2.5 Although good progress has been made in relation to the completion of external works, during the first half of 2017/18 this remains significantly behind programme and requires further improvements to be made, however significant numbers of contracts are progressing well.
- 2.6 Works in relation to energy efficiency have progressed well during the year.
- 2.7 A number of 'core' community benefits have been delivered.

- 2.8 There has been good progress made in relation to the consultation process to support the delivery of the environmental programme, with a number of projects now underway.
- 2.9 Tenant satisfaction levels remain high with extremely low levels of complaints.
- 2.10 Significant support and adaptations have been provided to sustain tenancies and to meet tenants' individual needs
- 2.11 The programme continues to be financially viable and no borrowing has been required to date, as the Major Repairs Allowance (MRA) and Housing Revenue Account (HRA) have provided the required financial support, together with grant funding.
- 2.12 The programme remains challenging, but improved progress has been made and new arrangements introduced to ensure momentum is improved to deliver the standard by 2020. During the period covered by this report it is assessed that achievement against the Wellbeing Objective WO5 is deemed to be partially successful.

#### 3. LINKS TO STRATEGY

- 3.1 The delivery of the Welsh Housing Quality Standard (WHQS) programme is coterminous with the aims of the Wellbeing of Future Generations (Wales) Act 2015 which requires public bodies to work towards a shared vision comprising 7 goals and adopt 5 "Ways of Working". The 7 goals and the 5 Ways of Working will underpin the delivery of the programme and include planning and acting for the long term, integration, involvement, collaboration and prevention.
- 3.2 The Welsh Housing Quality Standard (WHQS) is intended to ensure that all local authority and housing association homes are improved and maintained to achieve specified standards. It is a Welsh Government requirement that the WHQS is achieved by 2020. The WHQS identifies 7 specific aims (Welsh Assembly) Government Revised Guidance for Social Landlords July 2008).
- 3.3 The Caerphilly Delivers Single Integrated Plan 2013-2017 has a priority to "improve standards of housing and communities, giving appropriate access to services across the County Borough".

#### 4. THE REPORT

#### **Overall Position**

- 4.1 The Council has a housing stock of 10,822 properties and is investing approximately £220m in bringing all homes up to the Welsh Housing Quality Standard by 2020. Since embarking on the delivery of the programme, it has always been our intention to utilise this investment, not just to improve homes, but to also transform people's lives and the communities in which they live.
- 4.2 The WAO Review resulted in a number of key recommendations which are set out below:-

#### **WAO Recommendations**

- 4.3 R1: By September 2017, develop a comprehensive, overarching, financial and operational programme, setting out how the Council will achieve WHQS by 2020. This programme should:
  - i) Establish the full scope of investment needed in the Council's housing stock based on accurate, comprehensive and up-to-date stock condition information.

- ii) Set out how the Council, by March 2018 will:-
  - (a) Review its procurement arrangements to ensure value for money.
  - (b) Provide clear and transparent information to members and tenants about the current position of the programme and a commitment to stakeholders with accurate projected completion dates, and
  - (c) Secure the resources needed to deliver the programme by 2020.
- iii) contain clear and measurable milestones and relevant performance measures for delivering the programme up to 2020
- iv) set out the programme management, governance and accountability responsibilities and arrangements so that urgent remedial action can be taken if further slippage occurs and those tasked with delivering the programme can be held to account at appropriate decision making levels
- 4.4 R2: Assure itself that it is meeting its statutory landlord responsibilities by ensuring that:
  - (i) All properties have a valid gas safety certificate in place, or are having the Council's non-compliance arrangements applied to them fully
  - (ii) Arrangements for undertaking asbestos surveys and recording the results of these surveys are robust.
- 4.5 R3: Ensure it has sufficient project management capacity to deliver the Council's WHQS programme effectively by 20210.
- 4.6 In relation to "Recommendation 1" a review of the overarching programme has been undertaken using up to date surveys and financial information and taken into account previous completions and current performance. The revised programme has not resulted in any changes to the overall timelines and is still based on achieving WHQS by 2020.
- 4.7 The information contained within the programme will be reviewed further to ensure it provides clear and transparent information to members and tenants on the current position and projected commitments.
- 4.8 Procurement arrangements are being reviewed to ensure value for money, which will include benchmarking against other comparators. Procurement arrangements are progressed in line with relevant legislation and Council standing Orders to ensure compliance.
- 4.9 There are already significant programme management, governance and accountability responsibilities defined through various working groups, committees and Cabinet, although the terms of reference for some groups will be reviewed.
- 4.10 Additional resources are being secured to support and deliver the programme through internal recruitments and the implementation of the Dynamic Purchasing System (DPS). Eleven new contracts have already been awarded via the D.P.S. and more are being progressed in this way with a particular emphasis on increasing the momentum of the external works.
- 4.11 Significant progress has again been made to address "Recommendation 2" with a new no access procedure having been implemented with the aim of improving, in particular, the performance of gas servicing. At the time of the review our performance in Wales was average at 98%, however since the introduction of forced entries, our performance increased to 99% and continues to climb.

- 4.12 Arrangements for undertaking and recording asbestos surveys has been reviewed and changes implemented. This has resulted in the appointment of a dedicated resource and information being recorded and accessible on one common system to improve efficiency and avoid duplication.
- 4.13 Structural changes have been made within Caerphilly Homes service to improve integration with the aim of maximising the efficient and effective use of resources across the service area to contribute towards the delivery of WHQS and address "Recommendation 3". In addition the resources within other services across the council are also being utilised including Building Consultancy, Grounds Maintenance, Highways Operations Group and Network Contracting Services.
- 4.14 The approach taken was in accordance with W.G. guidance and included consultation with tenants, which resulted in the programme being delivered by undertaking internal and external works separately and in different communities. The programme set out the number of properties that were required to be completed within each community for each year, in order to achieve the standard by 2020. Due to various reasons, the programme has changed and been subsequently reprofiled on an annual basis
- 4.15 Due to the scale of the project, work was to be undertaken by both the in-house workforce and external contractors and was structured to provide opportunities for local businesses in order to maximise support for the local economy. In addition, the contracts included core requirements for the contractors to provide community benefits, particularly in relation to providing opportunities for work placements, training, apprenticeships and jobs as well as providing various projects within the communities.
- 4.16 An environmental programme was also agreed in order to meet the WHQS requirements that properties be located in attractive and safe environments. This is programmed to be delivered over the next two and a half years, with the work predominantly being undertaken by various in-house services including Housing Repair Operations Team, Highways Operations Group and Grounds Maintenance. Resources are also being used across Caerphilly Homes to assist in identifying projects through local knowledge, tenant and member enquiries, as well as consultation with various community groups.
- 4.17 The WHQS requires properties to meet the specific needs of the household which aims to not only assist with individuals' health and wellbeing, but also helps to reduce accidents within the home. To deliver on this requirement a number of Occupational Therapists have been appointed and work alongside our surveyors to provide a needs assessment.
- 4.18 To date the WHQS Team have delivered internal improvements to 7,096 properties, which leaves a total of 3,726 required to be completed over the next two and a half years, which have been broken down as follows:-

2017/18 - 1,276 2018/19 - 1,754 2019/20 - 696

4.19 With regards to external works, a total of 2,602 properties have been completed since the commencement of the programme. Whilst this is behind the numbers initially programmed, there has been a significant improvement recently following the introduction of new contractual arrangements. In order to deliver the standard over the remaining years, the following profile has been established:-

 2017/18
 3,640

 2018/19
 2,579

 2019/20
 2,001

4.20 It is accepted that the external works programme is challenging, but with changes to the contractual arrangements, improvements made in surveying, efficiencies introduced through mobile working and increased capacity, meeting the target by 2020 is still considered to be deliverable.

#### **Current Position 2017/18**

- 4.21 Work has progressed well during 2017/18 based around the amended WHQS programme approved by Cabinet in March 2017.
- 4.22 Internal works completions to the end of Q2 was 1039 properties against a target of 1309. This provides a completion rate of 79% against target for the first six months of the financial year. There are a number of reasons why there is currently a slight under achievement. Some of this slippage is as a result of "no access". This is where staff and/or contractors have failed to gain access to properties to undertake works. There are numerous reasons why this may result such as ill health of tenants, tenants not prepared to engage, programme time slot does not suit tenant. In order to improve access, tenants are offered appointments and these are now confirmed with a letter and text messages, with a further message sent nearer the appointment date as a reminder. As tenants are able to 'opt-out' of the WHQS works unless health and safety is an issue, continued no access is recorded as an acceptable fail. The property will then benefit from the WHQS works when there is a change of tenancy or if there is a change in other circumstances. There have also been some issues with external contractors' performance where they have not achieved the targets set and this is currently being managed through tighter contractual control and increased resources being provided by the contractors concerned. Of particular note and influence on the underperformance is one of the main contractors, Contract Services, who ceased trading during August 2017. Options around the re-profiling and procurement of this work are currently still under review. However, the WHQS team are committed to ensuring that delivery of the internal programme can be achieved by March 2020 due to the contingency measures that have recently been built into the programme. It should be noted that the in-house workforce are continuing to perform exceptionally well and are slightly ahead of their required 2017/18 programme.
- 4.23 External works completions are currently lagging behind target although very good progress has been made in the first 6 months of 2017/18. To the end of Q2 1302 properties have been completed against a target of 2337. There is also work ongoing to progress the completion of another 2583 properties. The main reason for the previous low level of performance has been that the Lower Rhymney Valley (LRV) did not have contractual arrangements in place to undertake external works. It was originally envisaged that this work would be undertaken by the in-house workforce. However, resources were reallocated to Rowan Place and are now being targeted at the sheltered housing schemes. Alternate contract arrangements are now in place and were available to utilise from April 2017.
- 4.24 In the Eastern Valley (EV) and Upper Rhymney Valley (URV) area external works contracts have not progressed as quickly as anticipated. This has predominantly been the result of limited contractor availability within the small lots process in the East and the framework arrangement in the North. The arrangement now in place for the Lower Rhymney Valley (LRV) is a more flexible process with contingency built in to allow its use in the other areas if needed. It has already been utilised successfully as an alternate procurement mechanism in the first 6 months of 2017/18. It is anticipated that this will continue to assist in addressing the backlog moving forward as it will provide a larger pool of contractors. Works across all areas are now progressing well with the aim of ensuring that the March 2020 deadline can be achieved for the external works programme.
- 4.25 It should be noted that there have been significant works undertaken in relation to external wall insulation (EWI) to the vast majority of the Council's non-traditional housing stock. During 2017/18 to date a further 315 properties have benefited from installation of EWI at Lansbury Park. These works transform the appearance of properties as well as assisting to address fuel poverty and reduce tenants' energy bills. The initial phase 1 work in Lansbury Park has

targeted 320 council owned properties with phase 2 intended to follow on improving the remainder of the 210 council owned properties at Lansbury Park. Other energy efficiency measures include the provision of new heating systems, upgraded loft insulation, heating controls and energy advice.

- 4.26 Whilst the slippage situation needs to be minimised it is unlikely to be completely eradicated as there will inevitably be issues affecting individual properties. The slippage in relation to the internal works is primarily due to access issues and the productivity of the contractors, but this has been estimated and projected forward and there is capacity within the programme to accommodate this. Slippage in relation to external works is mainly due to capacity and arrangements have now been put in place to address this also.
- 4.27 The Housing Revenue Account (HRA) garage programme was planned to be complete by April 2017. Unfortunately in order to comply with procurement legislation, new contract arrangements have had to be put in place to avoid potential claims of disaggregating the contract, which have delayed completion until March 2019 which is well within the overall programme timeline. The programme is currently approximately 50% complete.
- 4.28 Construction work has commenced in relation to sheltered housing schemes. Good progress has been made in this area since the decision was made to undertake these works in-house utilising a full property approach with six schemes nearing completion and two planned for completion prior to year end. A programme of works has been agreed and issued to the tenants within the schemes and individual scheme meetings have been held with those included within the 2017/18 programme to raise awareness of the extent of works and provide tenants with the opportunity to raise any concerns they may have. Physical works to the first two schemes commenced in April 2017. Members will be aware that agreement was reached to look at the potential remodelling of 6 sheltered schemes which may be completed after the 2020 deadline, due to the fact that they are deemed not to be fit for purpose and cannot be made WHQS compliant.
- 4.29 The Environmental Programme has now made some further progress with over 200 small local schemes spread across the borough having been identified. A number have already been completed with many more in progress. Tenant consultations are ongoing to identify further schemes which include various tenant & resident groups, community groups and partnerships. Community consultations have been undertaken recently in Fochriw, Pantside and Penyrheol. Project ideas are being assembled and prioritised for consideration by the WHQS Project Board. The programme has been developed to deliver the environmental improvements over the next two and a half years.
- 4.30 Customer satisfaction levels remain high with an average of 89% of tenants being satisfied with the completed works undertaken to their homes against a target of 80%. In relation to standards met this is still high at 85% although it is slightly below the target of 90%. Overall performance can be considered good. This performance has been achieved despite the issues arising from one of the main internal works contractors ceasing to trade in August 2017.
- 4.31 Compliments/complaints are being regularly monitored and addressed in line with the Council's Corporate Complaints Procedure. During the first half of 2017/18 the WHQS team have received 6 stage 1 complaints and 4 stage 2 complaints. In addition there have also been 8 cases of compliments/praise received in writing from tenants. This identifies that there is a balance between views and it should be noted that generally tenants are more likely to raise a concern than provide written praise. This all needs to be balanced against the number of property completions and works in progress so far during 2017/18 which stands at almost 5000 properties for internal and external works. Given this volume of work the number of complaints received is considered to be extremely low.
- 4.32 The Council made a commitment in 2012 at the outset of the programme to ensure that its investment in homes delivered more than simply new kitchens and bathrooms. Its ambition to transform homes, lives and communities has been realised through adaptations to meet the

specific needs of tenants and by incorporating a community benefit requirement into all internal works contracts and its supply partner contract. This has resulted in 419 specific adaptations being made to tenants' homes to help with any medical or physical conditions they may have, during the first six months of 2017/18. In addition, our front line staff have received awareness training in relation to safeguarding, domestic abuse and can provide tenants with energy advice and financial advice in order to sustain tenancies, improve household income and thereby contribute to improving health and wellbeing.

- 4.33 At the halfway point of 2017/18 the following community benefits have been realised: a cumulative total of 71 permanent full time roles have been created as a result of opportunities created by the Council's internal works and supply partner contracts. Within Caerphilly Homes, 106 new opportunities have been created since the start of the programme to date. Additional work awarded to the Council's in house team is likely to increase the opportunities available within the Council. However, this is likely to be mirrored by a decrease in the opportunities made available by the Contractors as one has recently ceased trading. Particular success has been obtained as a result of linking the WHQS programme with the Welsh Governments' LIFT programme. A total of 11 people from workless households within the county borough have benefited from the relationship between the two programmes and the opportunities offered by the Council's contractors and supply partner. Moving forward, the new Communities First arrangements including Communities4work and the new Legacy Fund will be utilised to deliver similar, if not improved outcomes for those people within the county borough who need the opportunities the most. The Council is supporting the delivery of WG employment support programmes through a contribution of £50,000 that is utilised to help support the most vulnerable tenants back into work.
- 4.34 The internal works contractors have created a total of 20 apprenticeships and the Council via it's in house team 43, resulting in a total of 63 apprenticeships.
- 4.35 Additional benefits including the donation of materials to local community groups, the sponsorship of local events, support for the council's foodbank initiative and partnerships with key schools within the county borough are ongoing.

#### 5. WELL-BEING OF FUTURE GENERATIONS

- 5.1 The delivery of the WHQS improvement programme is coterminous with the aims of the Wellbeing of Future Generations (Wales) act 2015, in particular the 5 ways of working:-
  - Long Term: the report includes continued investment and performance to achieve WHQS by 2020. This investment provides long term improvements to the property, community and to the tenants' health and wellbeing.
  - **Integration:** The programme looks to integrate property and environmental improvements that will benefit and transform lives and communities throughout the county borough. It further brings together a variety of stakeholders to deliver long term sustainable benefits for lives and communities.
  - **Involvement:** Tenants and local residents are being consulted on the proposed property improvements and environmental works along with various initiatives that are part of the WHQS programme delivery.
  - Collaboration: The programme delivery is focused on internal collaboration, wider
    partnership arrangements with suppliers and contractors, joint working with the community
    and various other groups. The delivery of community benefits and tenant engagement by
    all involved with the WHQS programme is a key focus and is clearly demonstrable within
    its delivery.
  - **Prevention:** The works to improve lives and communities will help tackle local unemployment. It will further improve the look and feel of the environment and help prevent anti-social behaviour. Improving standards and quality, will aid future programmed maintenance and potentially reduce reactive maintenance schedules.

#### 6. EQUALITIES IMPLICATIONS

6.1 An Equalities Impact Assessment is not required as the report is for information.

#### 7. FINANCIAL IMPLICATIONS

- 7.1 The Capital Programme for 2016/17 was £38.6M. The outturn capital expenditure was £31.4M resulting in an under-spend of approximately £7M. The under-spend is being utilised to fund the future years programme. The Capital programme for 2017/18 is anticipated to reach £35m which is within the budget originally accounted for.
- 7.2 Officers will continue to seek alternative funding to support energy efficiency schemes for the Council's housing stock, as this will supplement the current investment being utilised to bring the stock up to the WHQS.

#### 8. PERSONNEL IMPLICATIONS

- 8.1 The timetable pressure is increasing and there has to be the capacity within the staff resources to cope with the volume of work. Staff movement and recruitment difficulties remain a risk to the programme and have continued to be an issue during 2017/18.
- 8.2 Continued close management and monitoring of performance of the programme is essential to ensure that its delivery is not compromised in any way. There will be an increase in workload for the in-house team due to the sheltered housing schemes commencing along with the possibility of undertaking some of the work previously planned for Contract Services. Additional resources will be required to ensure performance in achieving the objective is maintained.

#### 9. CONSULTATIONS

9.1 All responses from consultations have been incorporated in the report

#### 10. RECOMMENDATIONS

10.1 Members are asked to note the content of the report and to agree or challenge the judgement of partially successful at the 6 month point of 2017/18.

#### 11. REASONS FOR THE RECOMMENDATIONS

11.1 To advise Members of the progress made in 2017/18, in delivering the improvement objective and to gain agreement on the judgement of the service as to progress made.

#### 12. STATUTORY POWER

12.1 Housing Acts 1985, 1996, 2004, Local Government Measures 2009 and the Well-being of Future Generations (Wales) Act 2015.

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Ros Roberts - Performance Manager
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#### Background Papers:

Welsh Housing Quality Standard (WHQS)
The Council's Local Housing Strategy
The Caerphilly Delivers - Single Integrated Plan 2013-2017
Caerphilly County Borough Council 2017/18 – Wellbeing Objectives

#### Appendices:

Appendix 1 - WO5 Investment in Council homes to transform lives and communities (publication extract).

Appendix 2 – 2017 – WHQS Scorecard – Completions Q2 (To be circulated at Meeting).

# Appendix 1: Well-being Objective 2017/18

# 5. Investment in Council homes to transform lives and communities

Our Well-being Objective is, to take steps to ensure the physical standard and condition of our housing stock, be improved and maintained to the Welsh Housing Quality Standard (WHQS), helping to improve the quality of life for the people who live in those homes.

## Why we chose this

The long-term affordability of housing, effects of low incomes, fuel poverty and improving the quality of housing in the social sectors, are some of the main challenges facing the county borough. Council homes across our county borough will require over £200 million investment to meet the Welsh Housing Quality Standard (WHQS) programme by 2020. In 2012 Council tenants took part in a ballot to have their say about the future management of their homes and they voted to remain with the Council as their landlord.

We are taking an **involved**, **integrated and collaborative approach** by delivering this improvement programme on a community by community basis. Every Council home is surveyed to establish the extent of internal and external work required, type of works to be delivered, products and workforce used, and timeliness of delivery. We have established a 'Caerphilly Homes Task Group' with 7 councillors and 7 tenant representatives, who periodically meet and discuss progress within the WHQS and the improvements to the housing service. The Task Group, is informed by a 'Tenant's Repairs and Improvements Group'.

Due to the scale of this programme, it will be a substantial boost to the local economy. The money spent improving homes, should be a catalyst to wider regeneration, improving lives and communities. The main intention, other than improving homes, is to prevent further deterioration in the housing stock, which can adversely affect the health and quality of life of the tenants.

This objective also contributes to the Welsh Government's own current objectives:

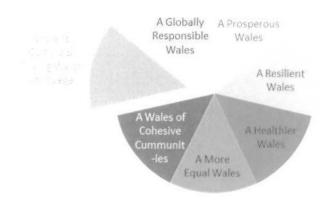
- 7. Connect Communities through sustainable and resilient infrastructure and
- 9. Improve access to secure, safe, efficient and affordable homes.

# Links to the Well-being of Future Generations (Wales) Act 2015 -Well-being Goals

Between now and 2020 (the Welsh Government target) we want our communities to know:

- We delivered the best quality home improvements to our tenants.
- We did it with them and not to them.
- Their homes created real jobs in our communities.
- We delivered the whole project on time and in budget.

By addressing each of these items, we are able to show contributions to the following wider Well-being Goals:



## To deliver this objective our actions for this year are:

Through continued delivery of a capital investment programme, pursuit of external funding to support energy improvement opportunities, delivery of sensitive adaptations, adhering to standards, working closely with our tenants, working groups, contractors and suppliers, we will strive to make Caerphilly Homes be;

- In a good state of repair.
- Adequately heated, fuel efficient and well insulated.
- Fitted with up-to-date kitchens and bathrooms.
- Located in attractive and safe environments.

## How we will review our progress

The overall governance, monitoring and control will be through our Cabinet, Scrutiny and the Corporate Management Team. Progress will be reported routinely to our Members in their formal scrutiny capacity which is made publically available, and at the end of the year in our Annual Performance Report.

Progress is constantly monitored by a dedicated internal workforce, as well as by our contractors, the 'Caerphilly Homes Task Group', and 'Tenant's Repairs and Improvements Group'.

There are three key measures that will be used to review progress are

- How quickly we do internal home improvements
- How quickly we carry out external home improvements
- The tenant satisfaction levels of works done.

#### Resources to deliver

The Welsh Government and the Council has committed to an investment programme of £200 million to meet the WHQS standards by 2020. We also monitor the wider market place in pursuit of external funding to support energy improvement opportunities (for example through the Utility Suppliers).

The capacity to meet commitment is under constant review in order to respond to ever changing circumstances and the delivery of the necessary changes and improvements are, and will be, subject to certain physical resource constraints and at the mercy of wider market influences, such as the availability of high quality efficient tradesmen and contractors, access to homes, delivery of quality installation and repair products and technologies.

Further information regarding "The Welsh Housing Quality Standard" can be found in the revised guidance for the social landlords on interpretation and achievement of WHQS July 2008, or by access to the Welsh Government website: Welsh Government, Welsh Housing Quality Standard.

http://wales.gov.uk/topics/housing-and-regeneration/housing-quality/welshstandard/?lang=en