

Housing adaptations

Vale of Glamorgan Council

July 2026



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Audit snapshot

What we looked at

- 1 We looked at how the Council plans, delivers and monitors housing adaptations to help people stay in their homes.
- 2 In 2025-26, the Council moved its Disabled Facilities Grants (DFG) team into the Social Services directorate to create an Integrated Independent Living service. The Council now has two services delivering housing adaptations which operate in different directorates:
 - The Independent Living (IL) team delivers adaptations to people living in their own homes, privately rented housing or rented from housing associations.
 - The Council Housing Adaptations Team (CHAT) delivers adaptations for those living in Council-owned properties (Vale Homes).
- 3 As the Council retains its housing stock, we also looked at the service it delivers to its housing tenants and private homeowners.

Why this is important

- 4 Home adaptations are changes to a home that make it easier for people to get around or do everyday tasks. Adaptations may prevent falls and admissions to care settings, saving public money. Examples of adaptations include:
 - installing ramps or grab rails;
 - adding a stairlift or wheelchair lift;
 - fitting a level access shower or shower seat; and
 - widening doorways for wheelchair access.
- 5 The Council assesses people's needs to decide if they are eligible for support. When they are, the Council has a legal duty to provide services, such as home adaptations or equipment, to help children, young people and adults stay at home.

- 6 It is key that adaptations are delivered as quickly as possible to help people stay living at home safely and independently. Delays may mean people are unable to undertake daily tasks or at risk of falls and needing to access other public services.
- 7 In our [2018 report](#) on housing adaptations, we found an overly complicated system across Wales. This reinforced, rather than addressed, inequality in provision of adaptations.

What we have found

- 8 The Council has a good understanding of demand and its approach to delivering home adaptations is person-centred. However, the Council hasn't identified how it will meet increasing demand and whilst it has improved timeliness, service users can still be waiting over a year for their adaptation. We also found that shortcomings in strategic planning and performance management are limiting the overall effectiveness of the service and the Council's ability to understand if it is achieving value for money.

What we recommend

- 9 We make three recommendations to the Council. These include:
 - developing an integrated delivery plan;
 - strengthening how it captures, records and reports its housing adaptation performance information; and
 - developing its approach to assess value for money.

Key facts and figures

In 2025, the Council moved its housing adaptations grants team from regeneration services into a social services Independent Living (IL) team to improve support for residents. The new IL team includes occupational therapists (OTs) and grants officers. New operational guidance was developed to reflect the changes.

In 2025-26 the IL team spent £1.21 million improving support for residents. This was sourced from £604,000 on DFGs, £264,000 on ENABLE and £275,000 of Discretionary Adaptions Grants (DAG).

In 2025-26 the Council Housing Adaptations Team (CHAT) spent £480,000 on Council housing adaptations primarily funded through the Housing Revenue Account (HRA) and capital programme, with supplementary Welsh Government grants such as the Housing with Care Fund.

Please see section 2 of the appendices for key terms in this report.

Council Housing Adaptations (CHAT) are primarily funded through the Housing Revenue Account (HRA) and capital programme in the Council's role as landlord, whereas the IL service delivers grant-funded adaptations such as DFGs.

The Council's CHAT completed 422 housing adaptations in 2025-26 and the IL team completed 317. In total this equates to 0.2 housing adaptations per 1000 population. The numbers include a mix of Housing with Care and ENABLE funded housing adaptations, 154 Housing Regeneration Grant funded housing adaptations, 78 DFGs, and 949 small adaptations including the work of Care and Repair, such as ramps and rails.

Satisfaction surveys in 2025 show that service users rate their housing adaptations highly:

- 96% of service users receiving a disabled facility grant think their quality of life has improved;
- 95% think their views were taken into consideration;
- 96% feel safer at home;
- 98% rate the overall quality of service; and
- 98% of Council tenants are satisfied with their housing adaptation.

Our findings

The Council has a good understanding of demand but has not identified how it will meet increasing demand

- 10 The Council is clear that adaptations support the Council's well-being objectives, particularly objective 4: Supporting and protecting those who need us. The CHAT and IL services feature in the 2026-27 Social Services, and Environment and Housing Directorate Service Plans which highlight the importance of supporting independent living.
- 11 The Council involves health, service users and housing partners in developing its approach to housing adaptations to reflect their professional and real-life experience. For example, NHS Occupational Therapists (OTs) helped develop the IL team's operational guidance.
- 12 The Council has a good understanding of demand for housing adaptations, based on a wide range of information, including demand from children and young people. It has identified that demand is increasing because of demographic change and an ageing population. However, it is not using this information effectively to plan how it will meet future demand and reduce waiting times, and the resources it will need.
- 13 Although the IL and CHAT teams both deliver housing adaptations, they work quite separately. For example, they are guided by different policies, which are not well-integrated: the IL team by the Independent Living Policy 2023-26 and the CHAT team by the Housing Strategy 2021-26. Fragmented services and policies mean service users may receive different levels of service. It also makes it harder for the Council to evaluate whether it is achieving its strategic objectives and intended outcomes.
- 14 Both the IL and CHAT teams use different ICT systems and spreadsheets, which don't enable links to be made between data sets. Grant officers use a different system altogether. As a result, there is a risk Council processes are not as efficient as they could be.

- 15 Neither service has a delivery plan setting out how it will respond to increased demand. The two teams review their resources annually as part of service planning, but they do this separately. This is a missed opportunity for the Council to maximise the combined resources of the two teams to meet demand and reduce waiting times.

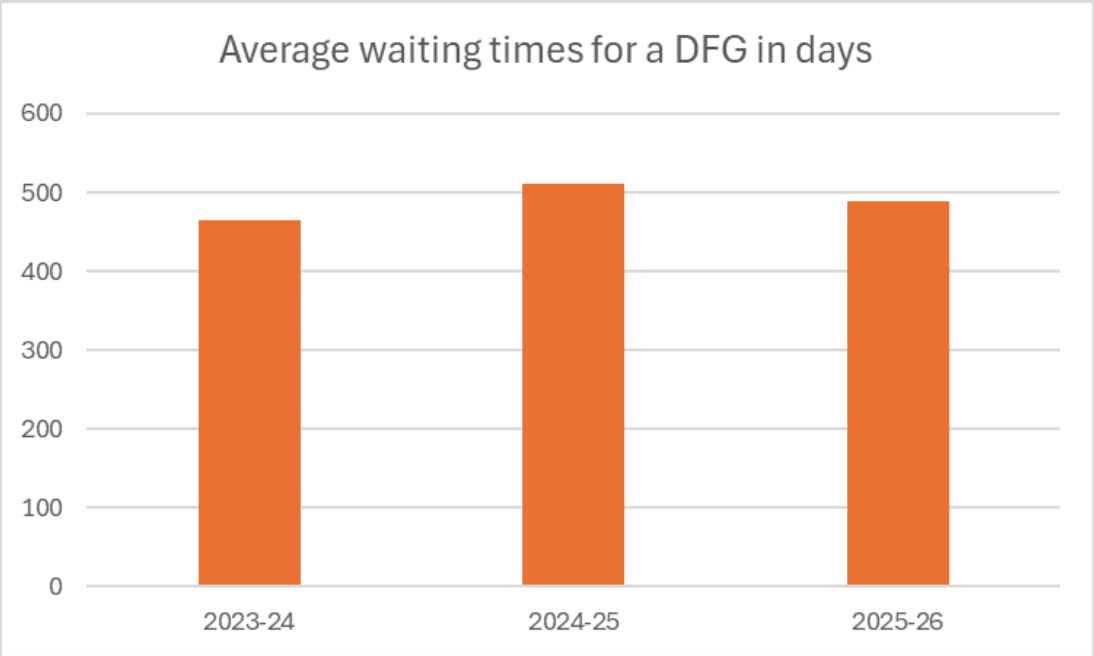
Delivery is person-centred and timescales are improving, but average waiting times remain a significant weakness for DFG service users

- 16 The Council has clear and accessible information about housing adaptations on its website for tenants and homeowners. This covers eligibility, available grants and financial support, application procedures, and how adaptation work is carried out. Access to services is by phone, email, online and easy-to-read paperwork. This helps applicants understand the process at every stage and find the right support for their needs.
- 17 The Council understands user needs through a structured person-centred assessment process. This is mainly through Occupational Therapist (OT) visits, who directly engage with residents. The core aim of these visits is to understand how a person's medical condition or disability impacts their ability to live independently. This helps the Council better understand and meet the applicants' needs. The Council's satisfaction survey found that 95% of users felt their views were taken into account.
- 18 The Council works with other organisations to deliver housing adaptations. It considers input and advice from NHS OTs and hospital discharge teams, and the IL team hosts a seconded Cardiff and Vale University Health Board OT. The Council also shares a Joint Equipment Store with Cardiff Council and Cardiff and Vale University Hospital Board.
- 19 The Council has clear procedures to support officers in the daily running of housing adaptation services for adults, children, and young people. This includes process maps, and guidance for referrals, case management and managing delays.

Timeliness

20 As shown in **Exhibit 1**, the Council has reduced the average time taken to deliver a Disabled Facilities Grant (DFG) at 489 days in 2025-26 compared with 511 days in 2024-25. The sharp rise in demand for housing adaptations in 2023-24 is partly due to the removal of the means test for small and medium-sized DFG adaptations. However, average waiting times still well-exceed one year. The Council has not met its target of 285 days for delivering a DFG.

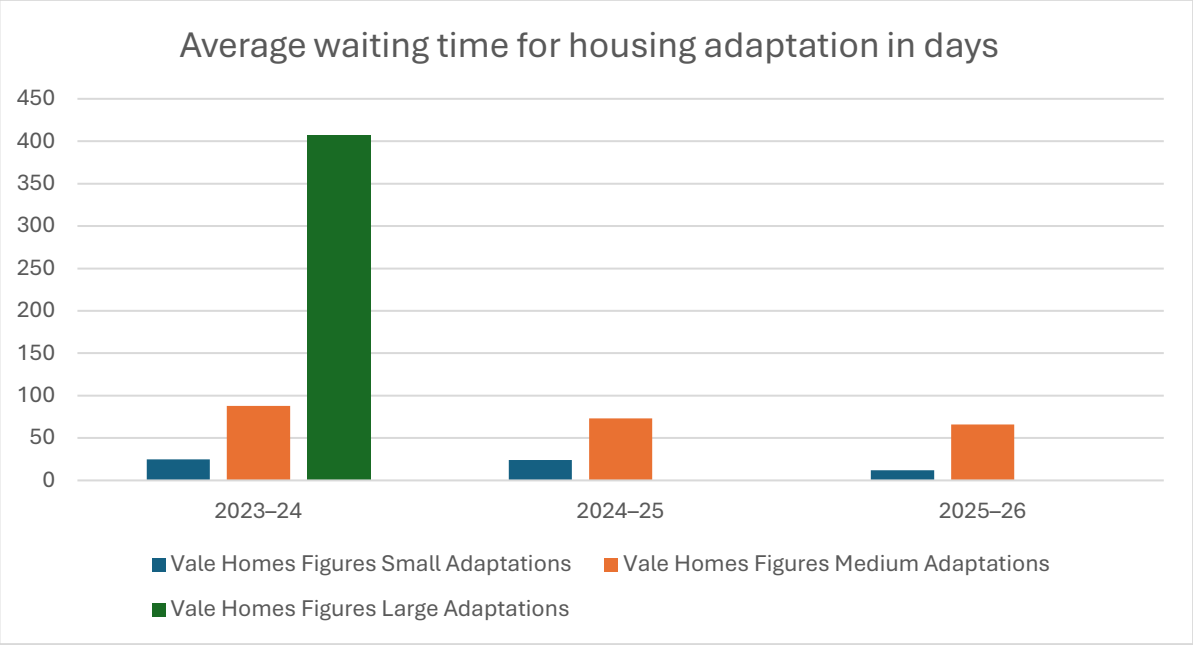
Exhibit 1: average waiting times for a DFG by the IL team in days



Source: Council data

22 As shown in exhibit 2, average waiting times for Council housing tenants are improving. No large adaptations were carried out in 2024-25 or 2025-26. The Council met its targets for small, medium and large adaptations in the last three years.

Exhibit 2: average waiting times in Vale Homes by the Council housing adaptations team (CHAT) in days



Source: Council data

- 23 Having to wait a long time for a housing adaptation can have a significant impact on someone’s health and well-being while possibly placing pressure on other public services.
- 24 The Council is taking steps to try to meet increased demand and reduce waiting times:
- It has increased the number of building contractors from four to six to deliver housing adaptations.
 - It also has a separate framework agreement with Care and Repair¹ to deliver small-scale adaptations.
 - The CHAT uses the Council’s Direct Labour Organisation (DLO) and this is now up to full strength.

¹ [Care & Repair Cymru](#) is a Welsh charitable organisation dedicated to helping older people live independently in safe, warm, and accessible homes.

- It is training trusted assessors² to prescribe equipment and minor adaptations to reduce occupational therapists' (OTs) workloads enabling them to focus on more complex referrals.
- It uses a discretionary adaptation grant (DAG) to provide additional funding when costs exceed the mandatory grant limit, helping residents fund adaptations that enable them to live at home for longer.

25 However, these actions are not yet making a step change to reduce the time it takes for the IL team to deliver a DFG.

The Council regularly monitors key data to understand performance, but there is limited oversight and understanding of impact and value for money

26 The Council regularly monitors costs, spend, quality, waiting times, and the percentage of people satisfied with the adaptations. Grants officers check all completed adaptations to assess if they meet expected standards. An OT checks the more complex adaptations.

27 The Council actively seeks service user feedback when the adaptation has been completed. Satisfaction levels are high and the Council has made changes in response to feedback. For example, it has improved communication at the start of the process, improved contractor cleanliness and is doing surveys over the phone rather than sending out paper surveys.

28 However, we found areas for improvement in how the Council manages its performance in delivering housing adaptations:

- It has not set out actions in a delivery plan to improve timeliness or to evaluate if its actions are making a difference (see paragraph 14).
- The target set by the IL team to deliver housing adaptations in 285 days has not been met over the last three years. This raises questions about the rigour of target setting.

² A Trusted Assessor is someone acting on behalf of and with the permission of multiple organisations to carry out an assessment of health and/or social care needs in a variety of health or social care settings.

- The IL service and CHAT service monitors and reports performance separately and to two different committees (the Live Well committee and Place committee). This hinders oversight and challenge and does not help the Council evaluate its overall performance.
 - Officers and members are clear that housing adaptations may prevent falls and admissions to more costly care settings, thereby saving public money. However, the Council has not analysed and assessed this and set out how it will evaluate whether the adaptations are value for money.
- 29 The Council does not assess if the adaptation has helped meet service users' needs after they have used the equipment for several months. This means the Council may not fully understand if the adaptation met the intended outcomes and delivered value for money.

Recommendations

- R1** The Council should develop an integrated delivery plan setting out how the Council will reduce DFG waiting times, address future demand, meet well-being objectives, and set out the resources needed to do this (**paragraphs 12 and 15**).
-
- R2** The Council should strengthen its performance management of its housing adaptations services. This should include strengthening target setting and evaluating how the services are helping the Council meet its well-being objectives (**paragraph 29**).
-
- R3** The Council should determine how it will assess whether its housing adaptations are achieving value for money. This should include understanding if the adaptation met the intended outcomes. It would also help the Council understand and demonstrate the preventative impact of the service (**paragraph 29**).

Appendices

1 About our work

Scope of the audit

This audit considered whether the Council's arrangements for housing adaptations support service users to remain at home. This included reviewing the Council's approach, delivery, and monitoring arrangements.

This audit did not include interviews with other stakeholders who are involved in the delivery of housing adaptations. Neither did we contact service users to obtain their feedback on the service they received.

We undertook the fieldwork for this audit in April 2026.

Questions

This audit used the following high-level questions:

- Does the Council have an informed and clear approach to housing adaptations which supports people to remain at home?
- Is the Council delivering its approach to housing adaptations to support people to remain at home?
- Does the Council have arrangements to monitor the progress and impact of housing adaptations to support people to remain at home?

Criteria

We considered the Audit Wales's 2018 report on [Housing Adaptations](#) to develop the audit criteria. We also had discussions with councils to understand Housing Adaptations further.

Methods

We reviewed documents and data relating to the housing adaptations process. We interviewed key officers and elected members.

2 Key terms in this report

Term	Description
Adaptations	Adaptations are categorised into minor aids such as grab rails and lever taps, medium adaptations such as level access showers, stairlifts, ramps, door widening, or major adaptations like building extensions. Specialised services like Care and Repair Cwm Taf provide a rapid response for smaller works.
Care and support plan	A care and support plan is a personalised document created by the council, under the Social Services and Well-being (Wales) Act 2014, outlining how an individual's assessed needs will be met to achieve personal outcomes.
DFG	Disabled Facilities Grants (DFGs) are administered by the housing department of your local council. They are means-tested for large adaptations unless you are applying on behalf of a child under 18. The Grant can provide up to £36,000 of funding.
ENABLE	Small adaptations that cost less than £1,000 are usually provided free of charge and without means testing to older people or those who need to make changes to their home because of a disability. Welsh Government provides ENABLE grant funding to local authorities as a flexible resource which can be used to pay for small and medium adaptations.
Housing Revenue Account	The Housing Revenue Account (HRA) is a strictly ring-fenced financial account managed by local authorities that retain their own council housing stock. This ensures that tenant rent monies are directly reinvested into the maintenance, management, and development of public housing.

Needs assessment	The Social Services and Well-being (Wales) Act 2014 dictates that anyone who may need care or support has a right to a needs assessment. This process is designed to identify what matters to you and what help you might need to maintain your independence and well-being
Discretionary Adaptations Grant (DAG)	A discretionary adaptation grant in Wales is a non-mandatory, council-funded grant that provides extra financial assistance to help disabled residents adapt their homes beyond what is covered by the mandatory <u>Disabled Facilities Grant (DFG)</u> . [1, 2]
Housing with Care Fund	The Housing with Care Fund (HCF) is a Welsh Government capital funding programme designed to build, adapt, and upgrade accommodation so older people and individuals with care and support needs can live independently in their communities.
Joint Equipment Store	The Cardiff and Vale Joint Equipment Service (JES) provides medical equipment and continence products to residents through a partnership between <u>Cardiff Council</u> , the Vale of Glamorgan Council, and the NHS. [1] See <u>Joint equipment store</u>
Value for Money	Value for money is about whether money is being used to deliver intended outcomes at the best price. Councils have legal duties relating to value for money. The Local Government and Elections (Wales) Act 2021 places a duty on councils to review the extent to which they are using resources economically, efficiently and effectively. • Economy – Getting the right deal – securing the necessary inputs, to help achieve intended outcomes, at the lowest possible cost. • Efficiency – Doing things right – making the most of the inputs to generate outputs designed to achieve intended outcomes. • Effectiveness – Getting the right results – achieving the intended outcomes for the short and longer term.

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Audit Wales

Tel: 029 2032 0500

Fax: 029 2032 0600

Textphone: 029 2032 0660

E-mail: info@audit.wales

Website: www.audit.wales

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telephone calls in Welsh and English.

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