Agenda – Equality and Social Justice Committee

Meeting Venue: Hybrid meeting - Committee Room 5 Meeting date: 11 July 2022 Meeting time: 10.30 For further information contact: **Rhys Morgan** Committee Clerk 0300 200 6565 <u>SeneddEquality@senedd.wales</u>

Private pre-meeting and registration (10:00-10:30)

- Introductions, apologies, substitutions and declarations of interest (10:30)
- 2 Papers to note (10:30)
- 2.1 Correspondence from the Legislation, Justice and Constitution Committee to the Chair regarding the convention on preventing and combating violence against women

(Pages 1 - 6)

2.2 Correspondence from the Minister for Social Justice and Counsel General to the Llywydd regarding the Bill of Rights Bill

(Pages 7 - 8)

2.3 Correspondence from the Minister for Social Justice to the Chair of the Equality and Social Justice Committee regarding the appointment of the Future Generations Commissioner for Wales (2023 – 2030)

(Pages 9 - 10)

2.4 Correspondence from the Minister for Social Justice to the Chair regarding Fuel poverty report recommendations

(Pages 11 - 21)



Social Partnership and Public Procurement (Wales) Bill, evidence session 7 - Procurement experts (10:30-11:20) Ed Evans, CECA Wales Liz Lucas, Caerphilly Council

BREAK (11:20-11:35)

Social Partnership and Public Procurement (Wales) Bill, evidence
 session 8 - Voluntary sector
 (11:35 - 12:25)
 Ben Lloyd, WCVA
 Kirsty Cumming, Community Leisure UK

BREAK (12:25 - 13:25)

Social Partnership and Public Procurement (Wales) Bill, evidence
 session 9 - Think tanks and academics
 (13:30 - 14:30)
 Harry Thompson, Institute of Welsh Affairs
 Professor Alan Felstead, Cardiff University
 Professor Edmund Heery, Emeritus Professor at Cardiff University
 Professor Lydia Hayes, University of Kent

BREAK (14:30-14:45)

Social Partnership and Public Procurement (Wales) Bill, evidence
 session 10 – public sector employers
 (14:45 – 15:35)
 Karen Higgins, WLGA
 Jon Rae, WLGA

Marie Brousseau-Navarro, Future Generations Commissioner Office Alice Horn, Future Generations Commissioner Office

- 7 Motion under SO17.42 (iv) and (ix) to exclude the public from the remainder of the meeting
- 8 Social Partnership Bill: consideration of evidence (15:35 - 16:00)

BREAK (16:00-16:10)

Y Pwyllgor Deddfwriaeth, Cyfiawnder a'r Cyfansoddiad

Legislation, Justice and Constitution Committee

Jenny Rathbone MS Chair, Equality and Social Justice Committee Senedd Cymru Bae Caerdydd, Caerdydd, CF99 ISN Agenead Cymru/Senedd DCC Senedd cymru/Senedd DCC 0300 200 6565

> Welsh Parliament Cardiff Bay, Cardiff, CF99 ISN SeneddLJC@senedd.wales senedd.wales/SeneddLJC 0300 200 6565

> > 22 June 2022

Dear Jenny

Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence

You will be aware that the <u>Legislation, Justice and Constitution Committee</u> is responsible for monitoring the implementation of non-trade international agreements in the Sixth Senedd.

During our meeting on <u>6 June 2022</u> we considered the <u>Council of Europe Convention on Preventing</u> and <u>Combating Violence against Women and Domestic Violence</u>.

The Convention aims to protect women against all forms of violence, and to prevent, prosecute and eliminate violence against women and girls through the creation of a wide-ranging legal framework. The Convention defines 'violence against women' and 'domestic violence' and places obligations on parties to take a coordinated and coherent approach to tackling these crimes.

During our consideration we agreed to draw the Convention's ratification to the attention of your Committee, in light of your inquiry into violence against women, domestic abuse and sexual violence.

Our latest report is enclosed for your information.

Yours sincerely,

How Irranca - Davies

Huw Irranca-Davies Chair



Senedd Cymru Welsh Parliament Pack Page 1

International Agreements

Agreements considered on 6 June 2022

June 2022



1. Background

1. The <u>Legislation</u>, <u>Justice and Constitution Committee</u> is responsible for the scrutiny of non-trade international agreements in the Sixth Senedd.

2. International agreements signed by the UK Government can cover matters within devolved competence or matters which have important policy implications for Wales.

3. The Committee will consider the impact on Wales of international agreements laid in the UK Parliament under the process established by the *Constitutional Reform and Governance Act 2010* (CRaG Act 2010). It provides an initial 21 day scrutiny period.

4. Our consideration of an international agreement takes into account:

- whether it engages the Senedd's competence; and/or
- whether there are potential policy implications for Wales.

5. On 6 June 2022 we considered two international agreements that have recently been laid in the UK Parliament.¹

- 6. The agreements we considered were:
 - Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence; and
 - UK/France Agreement on Cooperation in Matters relating to Maritime and Port Security, and specifically, in relation to Passenger Vessels in the Channel.

7. We agreed to take further action on one of the agreements and to note the second for information only. Further details on each of the agreements are set out below.

¹ Legislation, Justice and Constitution Committee, 6 June 2022

2. Agreement requiring further action

Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence

8. This international agreement, also known as the Istanbul Convention (the Convention), was laid in the UK Parliament on 17 May 2022. Its scrutiny deadline, as required by the CRaG Act 2010, is 29 June 2022.

9. The purpose of the agreement is to protect women against all forms of violence, and to prevent, prosecute and eliminate violence against women and girls (VAWG) through the creation of a wide-ranging legal framework. The Convention defines 'violence against women' and 'domestic violence' and places obligations on parties to take a coordinated and coherent approach to tackling these crimes.

10. The <u>Explanatory Memorandum</u> states that the Convention covers devolved and reserved matters. It lists the 14 articles that relate to devolved matters and which place obligations on the Welsh Government. The Explanatory Memorandum also explains how the UK Government works with the devolved governments to prepare progress reports on the Convention's ratification. It also confirms that the devolved governments are supportive of the UK Government's decision to ratify the Convention.

11. We noted the agreement and agreed to write to the Welsh Government to request the following information:

- its involvement in the decision to ratify the Convention and whether this is accurately described in the Explanatory Memorandum;
- how the Welsh Government is carrying out its duties under the Convention, for each of its articles relating to devolved areas, as set out in the Explanatory Memorandum; and
- whether further actions are needed to ensure the Welsh Government is fully compliant with the Convention.

12. We also agreed to draw the Convention's ratification to the attention of the <u>Equality and</u> <u>Social Justice Committee</u> in light of its inquiry into violence against women, domestic abuse and sexual violence.

3. Agreement noted for information

UK/France Agreement on Cooperation in Matters relating to Maritime and Port Security, and specifically, in relation to Passenger Vessels in the Channel

13. This international agreement was laid in the UK Parliament on 11 May 2022. Its scrutiny deadline, as required by the CRaG Act 2010, is 23 June 2022.

14. The purpose of the agreement is to replace existing memoranda of understanding and to fulfil a 2018 commitment between both states to build on their joint maritime security strategy with a bilateral treaty.

15. The <u>Explanatory Memorandum</u> explains that the devolved governments were consulted by the Home Office's Homeland Security Group during the negotiations. The Memorandum also describes close working between operational partners in the devolved nations on maritime security and progress updates via the UK Government's Maritime CT Working Group. The Memorandum confirms the devolved governments were "fully supportive and raised no objections" to the agreement.

16. We noted the agreement for information only.

4. Correspondence relating to agreements previously considered

17. Following our meeting on 14 March 2022² we agreed to write to the Welsh Government to seek further information regarding the consultation process for the Convention on the International Organization for Marine Aids to Navigation (IOMAN).³

18. The Explanatory Memorandum for this agreement stated that the UK Government "consulted the Devolved Administrations on the drafting of the Convention and they are also content with the position." However, in its response⁴ to our letter, the Welsh Government stated it "was not consulted by the UK Government in the drafting of the convention" and it is "disappointed that a UK-wide decision such as the establishment of this new intergovernmental organisation has been made without engagement with the Welsh Government." While the response welcomes the strengthening of international cooperation in enhancing the safety of global marine navigation, it makes clear that the convention "affects all parts of the UK and Welsh interests need to be part of the decision-making process."

19. We considered this response at our meeting on 16 May 2022⁵ and agreed to write to the House of Lords International Agreements Committee⁶ to bring this disparity regarding the consultation process to its attention. We considered the International Agreements Committee's response⁷ at our meeting on 6 June 2022.⁸

² Legislation, Justice and Constitution Committee, 14 March 2022

³ Letter to the First Minister, 23 March 2022

⁴ Letter from the Deputy Minister for Climate Change. 11 May 2022.

⁵ Legislation, Justice and Constitution Committee, 16 May 2022

⁶ Letter to the House of Lords International Agreements Committee, 20 May 2022

⁷ Letter from the House of Lords International Agreements Committee, 27 May 2022

⁸ Legislation, Justice and Constitution Committee, 6 June 2022

Agenda Item 2.2

Jane Hutt AS/MS Y Gweinidog Cyfiawnder Cymdeithasol Minister for Social Justice

Mick Antoniw AS/MS Y Cwnsler Cyffredinol a Gweinidog y Cyfansoddiad Counsel General and Minister for the Constitution

Elin Jones MS Llywydd Senedd Cymru Cardiff Bay Cardiff CF99 1SN

Llywydd@senedd.wales



Llywodraeth Cymru Welsh Government

1 July 2021

Dear Elin

The Deputy Prime Minister, the Rt Hon. Dominic Raab MP, introduced the <u>Bill of</u> <u>Rights Bill</u> (the Bill) in the House of Commons on 22 June.

From our initial analysis, the Bill touches upon areas of devolved competence. In a letter to the First Minister on 22 June, the Deputy Prime Minister asks the Welsh Government to begin the legislative consent process in the Senedd. However, given the almost complete absence of meaningful engagement by the UK Government ahead of introduction and the complexity of the issues raised in the Bill, it has not yet been possible to consider properly the devolution consequences of what is being proposed.

We will need to carry out a detailed analysis of the Bill. However, only 5 of the 41 clauses of the Bill were shared with us prior to introduction, which were largely meaningless without sight of the other clauses to which they relate. None of the five schedules were shared in advance. This is a Bill with great constitutional significance, which is very complex and amends the Government of Wales Act 2006, therefore a very close examination of each and every provision will be required.

The UK Government launched a consultation on the proposal to replace the Human Rights Act 1998 on 21 December 2021. We submitted a response to this consultation, which closed on 8 March, and we issued a <u>Written Statement</u> on the same day.

Canolfan Cyswllt Cyntaf / First Point of Contact Centre: 0300 0604400 <u>Gohebiaeth.Jane.Hutt@lyw.cymru</u> <u>Correspondence.Jane.Hutt@gov.wales</u>

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Rydym yn croesawu derbyn gohebiaeth yn Gymraeg. Byddwn yn ateb gohebiaeth a dderbynnir yn Gymraeg yn Gymraeg ac ni fydd gohebu yn Gymraeg yn arwain at oedi.

We welcome receiving correspondence in Welsh. Any correspondence received in Welsh will be answered in Welsh and corresponding in Welsh will not lead to a delay in responding. Pack Page 7 On 3 May <u>a Welsh Government debate on Human Rights was held in Plenary</u>. We also issued a further <u>Written Statement</u> on the introduction of the Bill.

We expect to lay a Legislative Consent Memorandum before the Senedd as soon as we have a clear picture of the devolution consequences of the proposed legislation. Whilst this will be outside the normal two-week Standing Order 29 deadline, we hope to lay early in the Senedd's summer recess.

We are copying this letter to the First Minister, the Minister for Rural Affairs and North Wales, and Trefnydd, the Chair of the Equality and Social Justice Committee, the Chair of the Legislation, Justice and Constitution Committee and the Chair of the Cross-Party Group on Human Rights.

Yours sincerely

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Jane Hutt AS/MS Y Gweinidog Cyfiawnder Cymdeithasol Minister for Social Justice

Mich Quele

Mick Antoniw AS/MS Y Cwnsler Cyffredinol a Gweinidog y Cyfansoddiad Counsel General and Minister for the Constitution



Llywodraeth Cymru Welsh Government

Ein cyf/Our ref: MA/JH-/2219/22

Jenny Rathbone MS Chair of Equality and Social Justice Committee

5 July 2022

Dear Jenny,

Appointment of The Future Generations Commissioner for Wales (2023 – 2030)

The appointment of the next Future Generations Commissioner will be a significant appointment by Welsh Ministers and is now regulated under the Code of Practice on Public Appointments. I want to set out our plans for the selection process and seek your views on whether the Committee would like to take up the opportunity of a pre-appointment hearing with the preferred candidate.

Today, I have written to Adam Price MS, Andrew RT Davies MS and Jane Dodds MS seeking a nomination for a representative to sit on the Advisory Assessment Panel that will provide advice to the First Minister on the appointment. The Advisory Assessment Panel will be made up of representatives from each of the political parties in the Senedd, and a Senior Independent Panel Member. It will be chaired by a Senior Civil Servant. I will be a member on the Advisory Assessment Panel representing Welsh Labour.

In addition to sift and interview stages, there will also be a stakeholder session stage for shortlisted candidates which will be made up of individuals from the Future Generations Leadership Academy alumni. This Academy is run by the Commissioner's office and brings together a diverse range of people from the public, private and third sector to develop their knowledge, practice, and leadership on the Well-being of Future Generations (Wales) Act. Shortlisted candidates will be required to engage with Academy stakeholders during the session on a relevant and critical topic which will be agreed nearer the time.

Welsh Ministers and the Senedd have agreed to introduce pre-appointment scrutiny of significant appointments in order to further improve the scrutiny and transparency of the public appointment process. As the Committee with the named role for the Well-being of Future Generations (Wales) Act 2015 you will have the option to conduct a pre-appointment

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Rydym yn croesawu derbyn gohebiaeth yn Gymraeg. Byddwn yn ateb gohebiaeth a dderbynnir yn Gymraeg yn Gymraeg ac ni fydd gohebu yn Gymraeg yn arwain at oedi.

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We welcome receiving correspondence in Welsh. Any correspondence of the spondence of the sp

hearing. I consider the pre-appointment hearing to be the formal discharge of the duty to consult the Senedd. I would be grateful if the Committee could confirm if they wish to conduct a pre-appointment hearing. On the basis of our proposed timetable, we expect this to be in November 2022.

Yours sincerely,

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Jane Hutt AS/MS Y Gweinidog Cyfiawnder Cymdeithasol Minister for Social Justice

Jane Hutt AS/MS Y Gweinidog Cyfiawnder Cymdeithasol Minister for Social Justice

Julie James AS/MS Y Gweinidog Newid Hinsawdd Minister for Climate Change

Ein cyf/Our ref MA/JH-/2217/22

Jenny Rathbone MS Chair, Equality and Social Justice Committee Welsh Parliament

05 July 2022

Dear Jenny

Thank you for your report of 18 May, regarding the inquiry into fuel poverty and the Warm Homes Programme undertaken by the Equality and Social Justice Committee.

We share the concerns expressed by the Committee about the impact the energy and cost of living crisis is having on households in Wales. As your report highlights, latest forecasts published in April suggest 45% of all households in Wales could be spending more than 10% of their household income on their domestic energy needs.

Our response to the recommendations within the report are attached.

Since October, we have committed £380m to a package of measures to support households most in need. More than 166,000 households benefitted from the £200 non repayable winter fuel support scheme last winter and a further scheme will be made available to eligible households this autumn. We are looking at how the scheme can reach more households. More than 330,000 households are benefitting from the £150 council tax rebate currently being processed by Local Authorities in Wales.

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Llywodraeth Cymru Welsh Government

Agenda Item 2.4

Support is also being made available to food banks and payments made to the most vulnerable households through our Discretionary Assistance Fund. On 10 June, we announced further funding of £4m to work with the Fuel Bank Foundation to support lower income households off the gas grid and those dependent on pre-payment meters to pay for their domestic energy.

These are measures putting money into the pockets of people who are now struggling to pay for essential day to day living costs. We are collaborating with stakeholders to explore what more can be done to lessen the burden for the winter to come. We recognise, however, these temporary measures do not address the underlying weaknesses in the UK energy sector, which remains reliant on the burning of fossil fuels to meet our energy needs.

Recent events underline how important it is to shift to a more sustainable and resilient energy supply, to ensure continuity and stable prices for consumers and deliver our shared net zero and social justice ambitions. For the last decade, the UK Government has failed to put in place sufficient incentives to move to the net zero energy system we need.

Despite repeated calls for the UK Government to take action to support those most at risk from high energy prices, the UK Energy Resilience Strategy does nothing to support citizens. Instead, it sets out an approach to energy supply which risks locking the UK into continued reliance on fossil fuels and places significant financial burdens on future generations when there are cheaper alternative options for deploying large scale renewable generation. We will continue to scale up investment in renewable energy in Wales and as we do, we will be seeking to maximise the economic and social benefits. This will include how we can directly reduce consumer bills for households in Wales.

Improving domestic energy efficiency remains one of the most effective measures under our control to relieve householders of the cost to maintain a satisfactory heating regime. As we set out in our evidence to the Committee, since 2010, our Warm Homes Programme has benefitted more than 67,100 lower income households, saving an estimated annual average of more than £300 on their energy bills, based on 2021 values. This year, we have increased the budget to the Warm Homes Programme by £3m to support more households to reduce their energy bills.

The public consultation on the next iteration of the Warm Homes Programme ended on 1 April and we are developing our proposals to present to the Senedd when it returns from the summer recess. Your valuable report will inform our thinking. At this stage in the programme development process, it is difficult to set out the financial implications of the Committee recommendations and the scale and scope of the next iteration of the Warm Homes Programme. We shall of course write to you and the Committee again when the development process is finalised.

Julie James

Julie James AS/MS Y Gweinidog Newid Hinsawdd Minister for Climate Change

The Hutt

Jane Hutt AS/MS Y Gweinidog Cyfiawnder Cymdeithasol Minister for Social Justice

Recommendation	Accept/ Reject	Draft Welsh Government response
 Recommendation 1. The Welsh Government should undertake a review of the support offered to low-income households via the Winter Fuel Support Scheme before autumn 2022. This review should ascertain whether improvements can be made in the targeting of support by: assessing take-up rates by local authority area. assessing the effectiveness of promotion and awareness-raising; and considering whether further outreach work to proactively support harder to reach and vulnerable groups is needed. 	Accept	The Welsh Government is reviewing the Winter Fuel Support Scheme that benefitted 166,000 low-income households in 2021/22. Officials are engaging in discussions with stakeholders, Local Authorities and communications teams to understand the effectiveness of the scheme and to ensure the scheme reaches as many households needing support before winter 2022.
Recommendation 2. The Welsh Government should expedite its review of the priority actions in the Tackling Fuel Poverty Plan with a view to identifying immediate- to short- term actions or measures that the government could take to support families struggling with fuel poverty and the setting of interim targets.	Accept	A review of the Welsh Government's plan to tackle fuel poverty will start this year with a revised plan published in 2023. The Welsh Government has taken short term action to support households through the cost-of- living crisis. Since October 2021, funding of £380m has been made available for a package of measures to support households. On 10 June, an additional £4m of funding was announced to expand the activities of the Fuel Bank Foundation in Wales to support pre-payment meter top ups and a heat fund for the pre-purchase of heating oil for low-income households off the gas grid.
Recommendation 3. The Welsh Government should work with the Fuel Poverty Advisory Panel to identify immediate- to short- term actions or measures that the government could take to support families in fuel poverty. This should include taking into account opportunities to maximise the benefits of the recent VAT cut to energy saving materials and insulation.	Accept	The Welsh Government continues to work with the Fuel Poverty Advisory Panel and other relevant groups to identify and introduce appropriate opportunities to support families in Wales. As part of the plan to tackle fuel poverty, a campaign to raise awareness of the support available to improve household resilience to cold weather will take place this autumn (2022).

Recommendation	Accept/ Reject	Draft Welsh Government response
Recommendation 4 . In the next iteration of the Warm Homes Programme, the Welsh Government should remove the single application cap and design a more intelligent means of limiting costs than the current arbitrary grant cap.	Accept in Principle	The development of the new Warm Homes Programme is ongoing and includes an impact assessment of options. The consequences of removing the single cap in favour of an alternative approach is being considered to ensure a fair and equitable mechanism to manage the level of support provided.
 Recommendation 5. In the next iteration of the Warm Homes Programme, the Welsh Government should develop smarter, less restrictive eligibility criteria which ensure, as a minimum, that any household that meets the definition of fuel poverty is able to access support when needed. Any changes to the eligibility criteria should also consider: how EPC D- rated properties can be supported in future; and the introduction of a business turnover threshold (above which a primarily domestic household which is also registered as a business would become ineligible) to help support small-scale and rural businesses which are currently subject to eligibility restrictions. 	Accept	The purpose and scope of the next iteration of the Warm Homes Programme will be set out when the Senedd returns from the summer recess 2022. The eligibility criteria will be designed to ensure domestic dwellings needing energy efficiency improvements are able to access support through the programme. The Welsh Government will consider the Committee's recommendation when designing the detail of the eligibility criteria to ensure the points raised are addressed.
Recommendation 6. The Welsh Government should learn the lessons of the Audit Wales report and set out in its response how it intends to ensure that the next iteration of the Warm Homes Programme is bigger in scale, smarter in who it targets and greener in its interventions.	Accept	The purpose and scope of the next iteration of the Warm Homes Programme will be set out when the Senedd returns from the summer recess 2022. The programme will continue to support households in fuel poverty, whilst being part of the suite of programmes designed to decarbonise the 1.4m homes in Wales to fulfil our obligations to meet net zero by 2050. A lessons learned report will be published in the Autumn 2022.

Recommendation	Accept/ Reject	Draft Welsh Government response
Recommendation 7. The Welsh Government should set out its preferred legal mechanism for underpinning the next iteration of the Warm Homes Programme including how it will ensure that the Senedd and other stakeholders are able to scrutinise these robustly.	Accept	The Welsh Government will bring forward draft regulations replacing the Home Energy Efficiency Schemes (Wales) (HEES) Regulations 2007. The Welsh Government will engage with members of the Senedd and wider stakeholders prior to the Regulations being made.
Recommendation 8. The Welsh Government should encourage boiler repair rather than replacement where possible, especially in instances where other measures such as draught exclusion and insulation have not been fully explored or where greener alternatives (such as air source heat pumps) are available.	Accept	The repair of an efficient gas boiler is possible under the current Warm Homes Programme and will be included in the new programme.
Recommendation 9. The Welsh Government should ensure that a future area-based scheme prioritises collaboration and partnership working between the scheme, local authorities, community groups and others	Accept	Successful area-based retrofit and regeneration schemes depend on effective local community engagement. The Welsh Government is working with Local Authorities to implement the Energy Company Obligation Scheme in Wales and our own Warm Homes Programme.
Recommendation 10. The Welsh Government should publish an assessment of the advantages and disadvantages of piloting the "example village" approach of targeting a village in its entirety to establish a blueprint for other towns and villages to emulate. This assessment should include existing research and examples of international best practice.	Accept in Principle	The Welsh Government will explore example village models and consider their applicability to Wales. We will assess how this approach could fit, and what benefits it could bring to our approach to decarbonisation and energy efficiency. Only through an evidence-based approach can we ensure that future investment relies on solutions that we can be confident work across different homes and different tenures.

Recommendation	Accept/ Reject	Draft Welsh Government response
Recommendation 11. The Welsh Government should ensure that a future area-based scheme develops a community engagement strategy to ensure that the benefits of existing networks are maximised, and that local communities feel a much stronger sense of buy-in.	Accept	The Welsh Government recognises the benefit of community engagement in delivering and maximising benefit from Government objectives and priorities. The purpose and scope of the next iteration of the Warm Homes Programme will be set out when the Senedd returns from the summer recess 2022. If an area-based scheme is included as part of the Warm Homes Programme, agents will be required to develop and implement a community engagement strategy.
Recommendation 12. The Welsh Government should ensure that the next iteration of the Warm Homes Programme includes a robust data collection, monitoring, and evaluation framework which will aid the contract management and compliance process and enable better measurement of outcomes and regular audit.	Accept	The future programme is intended to include a robust data management system with annual reporting. Periodic reviews will ensure the programme is responsive to changing priorities.
Recommendation 13. The Welsh Government should clarify how it intends its "phased approach" in the next Warm Homes Programme to work in practice. We recommend that the phased approach is accompanied by periodic reviews to ascertain whether the Programme is delivering against its objectives. The number and sequencing of any such periodic review would depend partly on the length and duration of the Programme, however, we would expect one to take place at the half- way point as a minimum.	Accept	The Welsh Government intends to focus on managed mobilisation followed by periodic reviews. Our aim will be that the next iteration will be responsive to market and supply chain conditions, balancing demand with available capacity. The programme will remain fit for purpose and annual reporting on performance will assist.

Recommendation	Accept/ Reject	Draft Welsh Government response
Recommendation 14 . The Welsh Government should set out in its response to this report what action it has taken to ensure that the mistakes made as part of the procurement and contract management of the current scheme cannot be repeated in another government procurement exercise or scheme in future.	Accept	The Welsh Government has accepted the recommendations made by the Auditor General in relation to the procurement and contract management of the current programme. The Building Research Establishment has been commissioned to provide specialist technical advice and market intelligence to inform the procurement strategy for the next iteration of the programme. The procurement strategy will set out how the Welsh Government will engage with the housing retrofit sector to encourage suppliers to participate in the procurement exercise. Contract assessment procedures will include appropriate benchmarking to ensure value for money is secured.
 Recommendation 15. The Welsh Government should ensure that the next iteration of the Warm Homes Programme has a fit-for-purpose regime for quality assurance, which includes: a programme of post-installation checks to be undertaken by an independent third party; and robust processes for gathering, collecting, analysing and storage of performance data. 	Accept	The Welsh Government introduced an independent randomised third- party quality assurance regime in 2018. This will be maintained as part of the next iteration of the Warm Homes Programme. The quality assurance for housing retrofit involving complex installations, such as external wall insulation, will be strengthened as recommended.
Recommendation 16. The next iteration of the Warm Homes Programme should look to cover the cost of 'enabling works' such as redecoration especially in the case of the lowest income families and ensure that all participants in the scheme are aware of any hidden costs that they will be liable for upfront costs.	Accept	Clear communication with householders about the implications of proposed work on their home will be an essential part of the new programme. There should be no surprises around costs or maintenance obligations. The lack of capacity to undertake enabling work on behalf of lower income households is being considered through the new programme. The scope and scale of enabling works that could be made available through the programme will be set out when the Senedd returns from the Summer 2022 recess.

Recommendation	Accept/ Reject	Draft Welsh Government response
Recommendation 17. The Welsh Government should embed the 'fabric and worst first' approach to retrofitting, targeting the poorest households in the least fuel-efficient homes, into the core principles of the next iteration of the Warm Homes Programme.	Accept	The principle of a fabric and worst first approach has been accepted by the Welsh Government since 2010 and continues to be accepted in the Fuel Poverty Plan, published in March 2021. It will be core to the next iteration of the Warm Homes Programme.
Recommendation 18. The Welsh Government should work with the sector to formulate a clear, long-term strategy for decarbonisation with the aim of giving industry the confidence it needs to invest in skills, technology and people.	Accept	The Welsh Government is developing a comprehensive strategy and delivery plan that incorporates work across housing tenures. It will be rooted in evidence of what works in decarbonisation, based on learning the lessons of interventions such as the Optimised Retrofit and Innovative Housing Programmes. We are committed to getting as clear an understanding of the skills and workforce issues and committed to working with partners across the sector to ensure that our plan is evidence based and while ambitious is also ultimately achievable. Retrofitting requires a whole system approach – wider systemic change is essential to success in terms of skills, supply chains, materials and procurement is we are to decarbonise at scale and with pace.
Recommendation 19. The Welsh Government should update the Senedd and this Committee on progress towards publication of its Net Zero Skills Action Plan and should look to publish it as soon as possible and no later than the start of the Senedd's planned Summer Recess in July 2022	Accept	The Wales Net Zero Skills Plan, to aid transition to Net Zero is expected to be published by no later than the end of December 2022.

Recommendation	Accept/ Reject	Draft Welsh Government response
Recommendation 20. With the potential for gas prices to continue to rise for the foreseeable future, amidst renewed concerns regarding the security of energy supplies, the Welsh Government should identify the funding required to respond by reviewing the sufficiency of its spending allocations for energy efficiency in housing. This review should identify any actions or activities that can be prioritised, scaled up, or accelerated to both reduce demand and increase efficiency and be completed by December 2022.	Accept	The Ministers for Social Justice, Climate Change and Local Government and Finance hosted a cost-of-living summit in February. A further meeting is scheduled in July. Stakeholders are encouraged to submit suggestions on how the Welsh Government can expand existing programmes or introduce new measures to better support households through the cost-of-living crisis. Since October 2021, the Welsh Government has made available £380m to deliver a package of measures to support Welsh households. A further £4m was announced on 10 June to support households off the gas grid and dependant on pre-payment meters. In the longer term, spending decisions to meet our policy objectives and scheme design will be set out as part of the Senedd budget setting process.
 Recommendation 21. The Welsh Government should create an energy efficiency scheme to tackle rural fuel poverty. This scheme should include a plan for addressing some of the specific challenges faced in rural areas including: shortage of necessary skills in local workforces. supply chain issues. the higher proportion of off-grid, harder-to-treat, properties 	Accept	The challenges faced by those living in rural Wales are addressed within the current programme and we will continue to tackle the issues highlighted by the committee experienced by householders in rural areas. The purpose and scope of the next iteration of the Warm Homes Programme will be set out when the Senedd returns from the summer recess 2022.
 Recommendation 22. The Welsh Government should improve energy efficiency through a combination of incentives, standards and engagement. To incentivise action the Welsh Government should promote the current zero-rated VAT on insulation measures and explore the feasibility of an energy efficiency loans scheme for landlords in the private-rented sector. 	Accept	The Welsh Government continues to work with the Fuel Poverty Advisory Panel and other relevant groups to identify and introduce appropriate opportunities to support families in Wales. As part of the plan to tackle fuel poverty, a campaign to raise awareness of the support available to improve household resilience to cold weather will take place this autumn (2022).

Recommendation	Accept/	Draft Welsh Government response
	Reject	
 To improve standards the Welsh Government should urge the UK Government to act on proposals to increase MEES to EPC C- by 2028 and, if unwilling to act, explore implementation of higher MEES standards in Wales only. To improve engagement with the sector the next iteration of the Warm Homes Programme should include improved advice and guidance which specifically targets private sector landlords and their tenants. 		The Welsh Government is working with UK Government on proposals to encourage the financial services sector to encourage householders to invest in home energy efficiency measures and improving the energy efficiency of homes in the private rented sector. We are working to secure funding to support the private rented sector to achieve improved energy efficiency standards.
Recommendation 23 . The Welsh Government should engage Rent Smart Wales in the development of the next Warm Homes Programme with a view to using that body as a conduit for engagement with the private-rented sector on energy efficiency and smart metering alongside identifying opportunities for partnership working. The Welsh Government should update us on progress with this work by November 2022.	Accept	The Welsh Government maintains an effective dialogue with Rent Smart Wales to support energy efficiency improvements in the Private Rented Sector. Rent Smart Wales are sharing lessons learnt from their experiences, which will inform future policy development, training and toolkits needed. Rent Smart Wales and the agent for the next iteration of the Warm Homes Programme will continue to collaborate to promote messages around the need to comply with energy efficiency requirements and to advance energy efficiency improvements.



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FAO Jenny Rathbone MS

Dear Ms Rathbone

The Social Partnership and Public Procurement (Wales) Bill

Evidence to the Equality and Social Justice Senedd Committee

Thank you for the opportunity to contribute to your work on this Bill. The stated purpose of the Social Partnership and Public Procurement (Wales) Bill, to create a framework to enhance the well-being of the people of Wales by improving public services through social partnership working, promoting fair work and socially responsible public procurement, is generally supported by CECA Wales and we are pleased to have been involved with Welsh Government officers in the early development of the Bill and through numerous consultation processes.

Whilst we have general comments and observations to make on aspects of the Bill our main focus at this stage is the Public Procurement element and, in particular, the provisions relating to contract management. We offer our views against the Bill's key provisions, as you have set out, which are:

The establishment of a Social Partnership Council :

Whilst we support the establishment of the Council our only reservation is ensuring that the specific concerns of the construction sector, which represents a significant proportion of business and social activity across Wales' communities, are adequately represented on what will be a relatively small body. Whilst we understand the need for a focused Council we trust that the legislation will allow sufficient flexibility for adequate representation as changing circumstances dictate. We would, however, be very disappointed if the construction sector was not appropriately represented on the Procurement Sub-Group.

A statutory duty on certain public bodies to seek consensus or compromise with their recognised trade unions (or where there is no recognised trade union) other representatives of their staff, when setting their well-being objectives and delivering on those objectives under section 3(2) of the WFG Act 2015 :

We have no specific comments on this element of the Bill at this stage.

A statutory duty on Welsh Ministers to consult social partners, employers and worker representatives through the Social Partnership Council when delivering on their well-being objectives under section 3(2)(b) of the WFG Act 2015 :

We have no specific comments on this element of the Bill at this stage.

Amendment of section 4 of the WFG Act 2015 by substituting 'fair work' for 'decent work' within the existing "A prosperous Wales" goal :

The principles of "fair work" or "decent work" should apply to all workers in Wales not just those in the public sector. Given that many construction contracts are let to private sector suppliers on the basis of



lowest price the Bill needs to address the potential anomaly between lowest price awards for construction contracts and ensuring decent work for those in the private sector working on those contracts. Otherwise, suppliers with lower standards could be rewarded by public bodies to the detriment of those adhering to the principles of the Act.

A statutory duty on certain public bodies to consider socially responsible public procurement when carrying out procurement, to set objectives in relation to well-being goals, and to publish a procurement strategy :

Construction businesses are very familiar with the principles of social value as set out in many Welsh Government Procurement Policy Statements and "community benefit" policies and requirements have been a feature of construction contracts for over 15 years. For a time, Wales led the way in delivering social value and there are some extremely good examples particularly where collaboration across public and private sectors delivered greater value. However, these good practices were never mandated and never became the "norm" across all public sector investments. In many cases social value requirements went no further than being prescribed as "clauses or targets" in a contract and were left to suppliers to "get on with it", with little oversight or scrutiny by public bodies. This transactional approach rarely realises high value social outcomes. In the worst cases nothing was done and no social value would have been gained. I would estimate that at least half of public sector investment in construction projects (typically £1bn/annum) has failed to deliver social value. Since those early pioneering days performance across Wales has plateaued and, in many cases, dipped.

A statutory duty placed on all public bodies who deliver construction projects would ensure that all those involved in delivery are clear on their responsibilities and that positive socially responsible outcomes are not lost to communities across Wales.

Certain public bodies to carry out contract management duties to ensure that socially responsible outcomes are pursued through supply chains :

We have actively encouraged this part of the Bill to promote a consistency of application across the public sector and to reward those who deliver socially responsible outcomes over those who don't. The success of the Bill will depend on ensuring robust contract management duties.

Historically, private sector suppliers have experienced an almost complete non-existence of post-contract scrutiny of socially responsible outcomes. Unless public bodies are willing to monitor and enforce their own contractual requirements (agreed and signed off when contracts are awarded to successful suppliers) suppliers lose confidence in the importance of these requirements and are less likely to deliver them. This, in turn, can lead to an uneven playing field for suppliers as those who seek to deliver socially responsible outcomes, which do come at a cost which needs to be priced in to any tender bid, are commercially disadvantaged when compared to those who don't price these outcomes into tender bids at the outset, and are not held accountable throughout the contract.

However, the Bill needs to discourage public bodies from pursuing a highly transactional approach to delivering socially responsible outcomes through supply chains during the procurement and contract management stages. Setting poorly developed and unrealistic contractual targets in contract documents at the point of commissioning and expecting private sector suppliers to deliver will not help. We would advocate a much stronger partnership between public and private sector so that public bodies actively support private and third sector suppliers to deliver socially responsible outcomes eg establishing shared apprenticeship schemes, engaging with schools and colleges well in advance of any contract awards to establish relationships whereby suppliers can effectively support the new Welsh curriculum. Whether



this needs to be articulated in the Bill or in any supporting documentation/guidance needs to be considered.

We would also like public bodies, through this legislation, to publish forward programmes of work so that all suppliers have visibility of future workload over a minimum 12 month horizon. This will allow them to plan for business opportunities, plan to deliver socially responsible outcomes via their work and put in place proposals for longer term sustainable delivery of these outcomes. These programmes would also give visibility to public bodies to identify opportunities for greater collaboration on social outcomes across the public sector. However, to be meaningful and to help smaller suppliers, the value threshold for published projects needs to be sufficiently low (suggested £10k) and supported by basic data on delivery times, to be of relevance. This would open up the delivery of socially responsible outcomes to a much broader range of businesses.

Reporting duties to be imposed on the public bodies and Welsh Ministers in relation to the Social Partnership Duty and Procurement duty :

We believe that this is hugely important and follows on from the previous points around contract management. A regular frustration from suppliers seeking to deliver socially responsible outcomes is the lack of monitoring, reporting and enforcement of performance. If this is not undertaken by public bodies, and at a level appropriate to each specific contract or programme of work, then it will be impossible to determine if socially responsible outcomes have been delivered, the value of those outcomes and the performance of those delivering the outcomes. If the Bill is to deliver positively then those suppliers delivering the greatest social outcomes should be rewarded with further work opportunities and/or acknowledgement of their high performance.

Potential barriers to the implementation of the Bill's provisions and whether the Bill takes account of them :

The greatest barrier, in my opinion, to delivering on the purpose of the Bill in relation to public procurement and socially responsible outcomes is cultural resistance and a reluctance to consider "value" beyond lowest price. This is not new but, regardless of any new legislation, will require a concerted effort to change behaviours across all sectors. Part of this need for change relates to the "transactional" nature of how many in the public sector deal with private sector suppliers on a "we'll tell you what to do, give us the lowest price then go and do it", versus a more collaborative approach where both public and private sector work together to deliver better outcomes using their complementary skills and strengths. Otherwise, we risk perpetuating the illusion of delivering socially responsible outcomes versus a very different reality on the ground.

I hope that these views and observations are helpful to you as a Committee and I look forward to meeting you to discuss these matters further.

Yours sincerely,

Ed Evans Director, CECA Wales/Cymru

Agenda Item 5

Senedd Cymru's Equality and Social Justice Committee: Consultation on the Social Partnership and Public Procurement (Wales) Bill

Written Evidence Submitted by Professor Alan Felstead, Cardiff University

This written response is based on over 35 years of carrying out labour research and advising national governments and international bodies on matters within my expertise.¹ Most notably, I sat on the Welsh Government's Fair Work Commission as the independent expert advisor and have offered my views – in writing and verbally – on Welsh Government labour market policy to other Senedd Committees.²

The tabling of the Bill in the Senedd on 7 June 2022 has long been in the making and is the outcome of extensive consultation and engagement with stakeholders. Its origins date back at least five years when the former First Minister's announced that he wanted 'to make Wales a "fair work nation" ... in which more people can have access to good work and a secure income ... [thereby creating] more and better jobs closer to home' (First Minister's Speech to the Welsh Labour Conference, Llandudno, 25 March 2017).³

Shortly after this announcement, the Welsh Government set up the Fair Work Board and then the Fair Work Commission in July 2018. The latter was asked to:

- develop indicators and measures of fair work;
- explore the development of existing levers which might be used to promote fair work;
- suggest additional steps that might be taken, including legislation, to make Wales a fair work nation.

The Commission's Report – *Fair Work Wales* – was published in March 2019. It was warmly welcomed by, among others, the Wales TUC, the Federation of Small Businesses Wales, ACAS and by Assembly Members. The Report also received critical acclaim from labour lawyers and industrial relations scholars – a group not accustomed to giving plaudits. Some referred to it as 'groundbreaking' and others suggested that it had wider applicability as a 'manifesto for all'.^{4 5}

All 48 recommendations made by the Commission were accepted by Welsh Government in July 2019, shortly after the Report's publication.⁶ The influence of the Report continues with one independent observer noting that it 'appears to provide the policy framework for the Draft Bill'.⁷ Indeed, the Bill (both in draft and tabled form) represents a direct response to the Commission's recommendation that its 'observations and recommendations should inform the development of the proposed Social Partnership Act'.⁸

There is much to admire in the tabled Bill in terms of how it strengthens the general principles of social partnership working and promotes consensual decision-making which involves trade unions, employer representatives and government. However, the aim of this written submission is to provide critical, independent scrutiny of the Bill, thereby contributing the Committee's role as scrutineer. The focus of the submission will be on the extent to which the Bill contributes to Welsh Government's stated policy of building 'an economy based on the principles of fair work'.⁹ In particular, the submission draws the Committee's attention to how the draft Bill and the tabled Bill has changed in ways which may have inadvertently weakened the levers Welsh Government can use to make Wales a fair work nation.

The Importance of Fair Work

There was a growing concern – even before Covid-19 – about the quality of jobs in the UK. Concern over the growth of low paid, low skilled, insecure jobs, and the consequences of this for productivity, indebtedness, inequality and in-work poverty. Wales exemplifies problems of the wider UK labour market, but is also worse on other indicators.¹⁰ Productivity rates in Wales are lower. Workers in Wales are lower paid than in the UK as a whole and the prevalence of low pay is higher. Jobs are often of poorer quality in other respects too. In-work poverty in Wales is higher than elsewhere in the UK and projected to increase.¹¹

The wider context is challenging with a decade of cuts to public sector funding, the adverse economic effects of Brexit and the aftermath of Covid-19. The consequences of these wider events tend to fall disproportionately on those at the bottom of society, those already disadvantaged.¹²

There is a clear need, then, for Welsh Government to act so that jobs meet workers' needs for stable work, decent wages and development opportunities – these are all features of work with a proven link to well-being.¹³ Jobs also need to provide procedural fairness in decisions made at work. After all, about 35% of our waking hours over our lifetime is spent at work, so having some say over how work is carried out seems a reasonable ask. Finally, rewards need to be distributed fairly and not based on ascribed characteristics such as sex, age, ethnicity and so on.

Principles of Fair Work

For the Fair Work Commission: 'Fair work exists where workers are fairly rewarded, heard and represented, secure and able to progress in a healthy, inclusive environment where rights are respected'.¹⁴ Behind this definition are three principles.

- The first principle is that fair work is constituted by features of work which enhance worker well-being.
- The second principle is that fair work focuses on the attributes of the job occupied by the worker and not workers' personal circumstances or background. This is because workers' feelings about their jobs may differ, while the objective features of the job may not. For this reason, the definition of fair work focuses on observable features of the job, such as the level of pay offered, the presence of worker voice and representation, in-work security, safety, development opportunities and rights.
- The third principle is that there are a variety of job attributes which have the capability of enhancing or reducing worker well-being. The most straightforward and easiest to attribute to measure is pay. However, pay is not the only feature of work which matters for worker well-being, there are other factors too. The multi-faceted nature of fair work is reflected in the Fair Work Commission's definition.

Changes from Draft to Tabled Bill

In recognition of the link between fair work and well-being, the tabled Bill proposes to substitute 'decent work' with 'fair work' in the Well-being and Future Generations Act 2015. This is a welcome amendment and is line with the Fair Work Commission's recommendation. Changes have also been made to the National Indicators which measure the well-being of Wales, again in line with the Commission's recommendations. Three of the new indicators

announced in December 2021 capture elements of fair work. One measures the percentage of people in employment who earn at least the Real Living Wage, while another focuses on the proportion of employees whose pay is set by collective bargaining, but data for both indicators are not available at the time of writing.¹⁵ The third measure focuses on the elimination of the pay gap for gender, disability and ethnicity by 2050.¹⁶ This target has been made a national milestone; eight out of the 50 national indicators have been given this status with more to follow.¹⁷ The equality indicator has also been extended from its previous focus on gender alone.

However, the tabled Bill in June 2022 has changed since it was published as a draft Bill for consultation in February 2021. It is to these changes that I would like to draw the Committee's attention in the hope that a full explanation may be sought given the Committee's role as scrutineer of the Bill tabled in June 2022.

- The draft Bill had an entire part (clauses 4, 5 and 6) devoted to fair work with a fair work goal, a fair work duty on Welsh Ministers and a requirement to report annually to the Senedd on progress towards building 'an economy based on the principles of fair work'.¹⁸
- Nevertheless, the draft Bill did not include a definition of fair work, but instead left a blank space for the characteristics of fair work to be inserted. As a result, respondents to the consultation were asked to frame a legal definition of their own instead of responding to one provided by Welsh Government.¹⁹
- In the tabled Bill, the original fair work clauses definition, duty and reporting have been completely removed along with mention of the fair work goal as one of the motivations for the Bill. This weakens the means to deliver fair work outcomes.
- The accompanying Explanatory Memorandum attached to the tabled Bill suggests that the integration fair work into the Well-being of Future Generations Act 2015 (WBFGA) will mean that 'fair work takes on its ordinary meaning', even though the term has very specific meaning which has been accepted by Welsh Government.²⁰ No definition of fair work is provided in either the tabled Bill or the Explanatory Memorandum.
- However, in other Welsh Government policy documents fair work is defined. In the recently published Plan for Employability and Skills, for example, fair work is frequently discussed and is precisely defined in the section on 'fair work for all'.²¹
- In addition, the Explanatory Memorandum notes that the Welsh Government is considering 'producing advice and guidance on how organisations can effectively think about fair work in the context of developing their well-being objectives'.²² This is a welcome development.
- Other organisations, such as Public Health Wales, have also begun to produce similar guidance with the Fair Work Commission's definition of fair work front and centre.²³ This serves to give clear and unambiguous advice to organisations seeking to align themselves with the policy goal of building 'an economy based on the principles of fair work'.²⁴

Alan Felstead, 28 June 2022.

<u>2021.pdf</u>, page 4.

¹⁰ <u>https://gov.wales/sites/default/files/statistics-and-research/2019-04/work-in-wales-2006-2017.pdf</u>

¹¹ <u>https://gov.wales/sites/default/files/publications/2019-05/fair-work-wales.pdf</u>, page 80-96.

¹² https://ifs.org.uk/inequality/wp-content/uploads/2022/03/Labour-market-inequality-IFS-Deaton-Review-of-Inequalities-2.pdf

¹ <u>https://www.cardiff.ac.uk/people/view/38073-felstead-alan</u>

² https://business.senedd.wales/mgIssueHistoryHome.aspx?IId=34945

³ https://www.walesonline.co.uk/news/politics/carwyn-jones-tell-welsh-labour-12795139

⁴ <u>https://academic.oup.com/ilj/article/48/3/481/5550935</u>, page 481.

⁵ <u>https://onlinelibrary.wiley.com/doi/epdf/10.1111/irj.12275</u>, page 564.

⁶ <u>https://gov.wales/written-statement-welsh-government-response-fair-work-wales</u>

⁷ <u>https://www.ier.org.uk/wp-content/uploads/IER-response-to-consultation-Social-Partnership-and-Public-Procurement-Wales-Bill.pdf</u>, page 3.

⁸ <u>https://gov.wales/sites/default/files/publications/2019-05/fair-work-wales.pdf</u>, page 4.

⁹ <u>https://gov.wales/sites/default/files/publications/2022-01/programme-for-government-update-december-</u> 2021 - df mean 4

¹³ <u>https://onlinelibrary.wiley.com/doi/epdf/10.1111/irj.12241</u>

¹⁴ <u>https://gov.wales/sites/default/files/publications/2019-05/fair-work-wales.pdf</u>, page 17.

¹⁵ <u>https://gov.wales/wellbeing-wales-national-indicators</u>, indicator 16 and 20.

¹⁶ <u>https://gov.wales/sites/default/files/publications/2022-05/technical-annex-stronger-fairer-greener-wales0.pdf</u>, page 10.

¹⁷ <u>https://gov.wales/written-statement-consultation-shaping-wales-future-using-national-milestones-measure-</u> our-nations

¹⁸ https://gov.wales/sites/default/files/consultations/2021-02/social-partnership-and-public-procurement-walesbill_0.pdf

¹⁹ <u>https://gov.wales/sites/default/files/consultations/2021-07/summary-of-responses_0.pdf</u>, Question 7.

²⁰ <u>https://senedd.wales/media/hlelzegm/pri-ld15134-em-e.pdf</u>, section 78.

²¹ https://gov.wales/sites/default/files/publications/2022-05/stronger-fairer-greener-wales-plan-employabilityand-skills0.pdf, page 32.

 $[\]overline{^{22}}$ ibid, section 79.

²³ https://phw.nhs.wales/services-and-teams/wider-determinants-of-health-unit/fair-work-for-health-well-beingand-equity/resources/delivering-fair-work-for-health-well-being-and-equity-guide/

²⁴ <u>https://gov.wales/sites/default/files/publications/2022-01/programme-for-government-update-december-2021.pdf</u>, page 4.

Agenda Item 9

Agenda Item 10

Agenda Item 11