



Report of the Head of Scrutiny and Member Development

Scrutiny Board (Adult Social Care)

Date: 16th December 2009

Subject: Recommendation Tracking – Major Adaptations for Disabled Adults

Electoral Wards Affected:

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

1.0 Introduction

- 1.1 Members introduced a formal recommendation tracking system in December 2006. Each Scrutiny Board receives a report, timed to coincide with the presentation of performance information, on the progress made in implementing the Board's recommendations.
- 1.2 This tracking system allows the Board to monitor progress and identify completed recommendations; those progressing to plan; and those where there is either an obstacle or progress is not adequate. The Board will then be able to take further action as appropriate.
- 1.3 A standard set of criteria has been produced to enable the Board to assess progress. These are presented in the form of a flow chart at Appendix 1. The questions in the flow chart should help to decide whether a recommendation has been completed, and if not whether further action is required.
- 1.4 The Scrutiny Inquiry Report, Major Adaptations for Disabled Adults was published on the 17th of June 2009 and presented to the Executive Board on the 26th of August along with the formal response from the Directors of Adult Social Services and the Director of Environment and Neighbourhoods. The Executive Board approved the response to the recommendations.
- 1.4 To assist Members with this task, the Principal Scrutiny Adviser has given a draft status for each recommendation. The Board is asked to confirm whether these assessments are appropriate, and to change them where they are not.
- 1.5 This report shows progress against outstanding recommendations arising from the major adaptations for disabled adults inquiry.

2.0 Recommendations

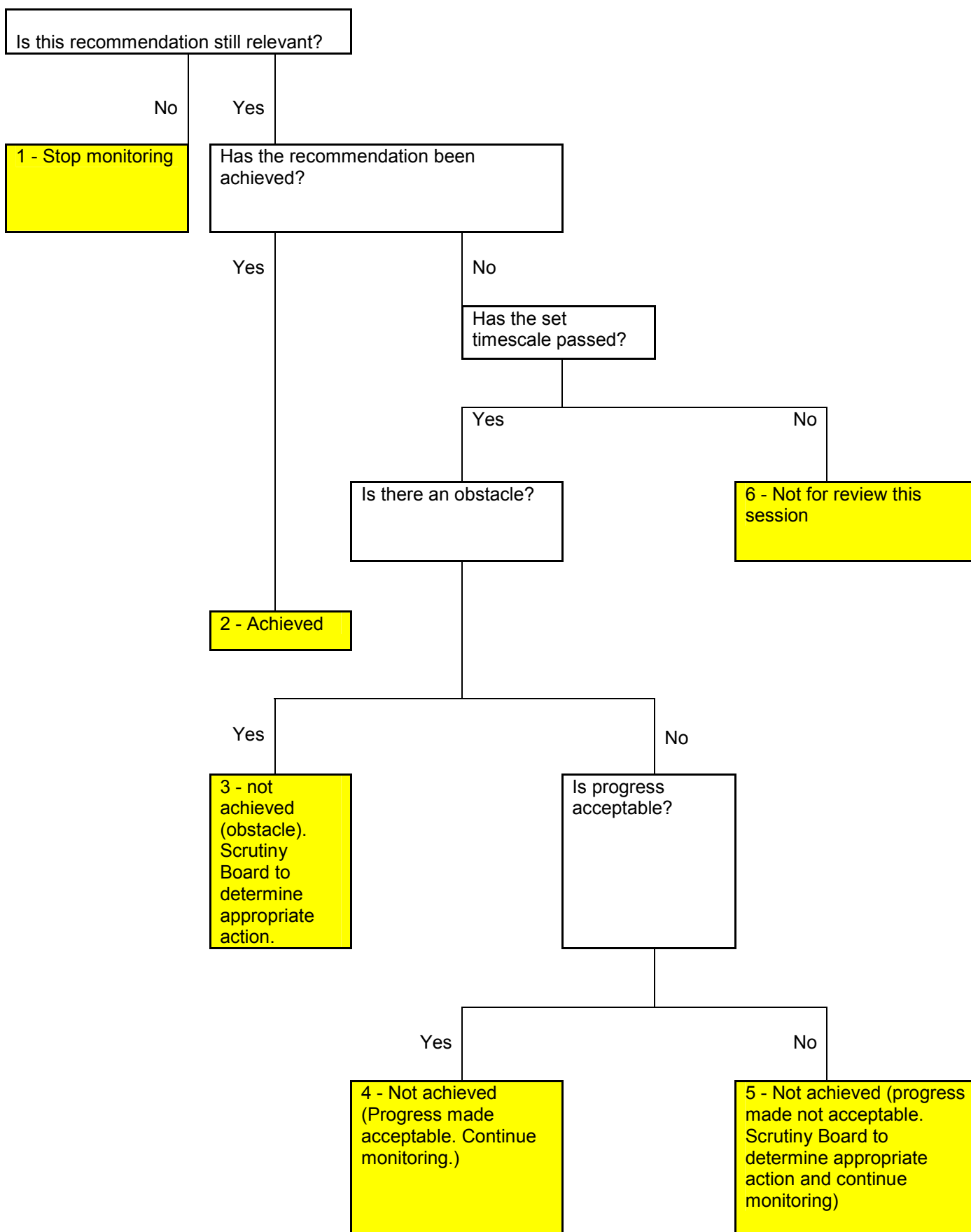
2.1 Members are asked to:

- Agree those recommendations which no longer require monitoring;
- Identify any recommendations where progress is unsatisfactory and determine the action the Board wishes to take as a result.

Background Papers

None.

Recommendation tracking flowchart and classifications:
Questions to be Considered by Scrutiny Boards



Recommendation Tracking – Progress Report (December 2009)**Categories**

- 1 - Stop monitoring
- 2 - Achieved
- 3 - Not achieved (Obstacle)
- 4 - Not achieved (Progress made acceptable. Continue monitoring)
- 5 - Not achieved (Progress made not acceptable. Continue monitoring)
- 6 - Not for review this session

Inquiry into Major Adaptations for Disabled Adults (2009)

Recommendation for monitoring	Evidence of progress and contextual information	Status (categories 1 – 6) (to be completed by Scrutiny)	Complete
<p>Recommendation 1 – Before 31st March 2010 the Director of Environment and Neighbourhoods re-evaluates the current adaptation procurement practices in place and explores potential partnership arrangements which will increase buying power and expand the possibilities for price negotiation in future financial years.</p>	<p>This recommendation was agreed</p> <p>The Directors of Environment and Neighbourhoods and Adult Social Services note that a Value for Money Working Group has been set up involving the ALMOs and the Adaptations Agency as a sub group of the Adaptations Operational Group. This group is looking at procurement arrangements and will continue to meet regularly.</p> <p>Progress: A Value for Money Working Group involving the ALMOs, BITMO and the Adaptations Agency has been established as a sub group of the Adaptations Operational Group and a number of meetings have been held which have focused on getting a better understanding of the current procurement arrangements across organisations, reviewing</p>	4	

	<p>current costs for standard products such as shower units, shower decks, rails, tiles etc, as the basis for potential cost savings in future, and seeking to establish an agreed minimum specification for high volume standard works such as a complete wet floor shower installation. This work is progressing and opportunities for cost savings and improved value for money have been identified , though it should be acknowledged that there are contractual , procurement and technical considerations which will need to be addressed before some of these opportunities for greater value for money can be realised.</p> <p>A separate group has also been established involving Corporate Procurement Unit to review current arrangements for commissioning works in private houses , where the Council acts as agents for the home owner. A number of current working arrangements , such as the commissioning of stairlifts and temporary external ramps, will be subject to review over coming months with the potential for cost savings and/or improved value for money through economy of scale if future arrangements can include provision in ALMO stock as well as private housing</p> <p>The work of the two groups will continue, with opportunities for improved consistency in technical specification and more competitive pricing, whilst ensuring that adaptations are of a standard that meets customer expectations through engagement with the Equipment User Group.</p>		
<p>Recommendation 2 – The Directors of all adaptations providers establish a consistent standard for all non complex major adaptations regardless of tenure before the 1 April 2010.</p>	<p>This recommendation was partly agreed</p> <p>The Director of Environment and Neighbourhoods and Adult Social Services accept there needs to be a consistent and minimum standard for all adaptations, however, this should not prevent organisations, if they so wish, to meet and exceed the minimum specified standard.</p> <p>Whilst it is fully agreed there needs to be a consistent minimum standard for all non complex adaptations, it is equally important that</p>	<p>4</p>	

	<p>organisations and providers should be able to go beyond the minimum standards to enable greatest benefit where this can be provided. The Directors of Environment and Neighbourhoods and Adult Social Services would advise that there are inconsistencies in mainly the cosmetic elements of the adaptation schemes between ALMOs and between public and private sector providers which largely relate to the quality of finishing's rather than a different specification. If a standard finish were to be introduced, this would reduce both customer satisfaction and choice.</p> <p>Progress: As explained in progress on Recommendation 1 above, the Value For Money working group are also seeking to establish an agreed minimum specification for high volume standard works such as a complete wet floor shower installation.</p> <p>The group are currently developing two or three costed minimum specifications for a wet floor shower which they will use a basis for consultation with customers. The consultation will include asking for views on the acceptable minimum standard in the context of the level of demand and limited budgets.</p>		
<p>Recommendation 3 – a) Local more rigorous and challenging cross tenure targets should be implemented with effect from 1 April 2010. b) Before that date the Directors of all adaptation providers and the Director of Adult Social Services should investigate how assessment, referral and delivery can be speeded up to reduce cost in terms of wider public finance and to the health of the individual. Such targets should aim to achieve an equitable status in</p>	<p>This recommendation was partly agreed</p> <p>The Directors of Environment and Neighbourhoods and Adult Social Services accept there needs to be a close correlation between the service standards provided to public & private sector tenants and owner occupiers. However, the differences in response timescales can be attributable to legislation setting out different processes according to the tenure of the property. Where an adaptation is proposed for an owner occupier, it is a requirement of the process for delivery to include a means tested assessment. Such a means tested assessment is not needed for social housing tenants. This key difference means it is not realistic for the Local Authority to implement the same performance targets for delivery cross tenure.</p>	5	

<p>terms of waiting times for both public and private owner/occupiers.</p>	<p>It is, however, fully accepted that all services should clearly set out, publish and publicise response timescales widely.</p> <p>Progress: Adult Social Care’s targets are linked to those set for all assessment and provision of service by DH/Care Quality Commission. Improved performance in recent months mean it is now appropriate to equalise the target for all adults to 56 days (28 days to complete community care assessment plus 28 days to make the recommendation for major adaptation).</p> <p>The target for Children and Young People’s Social Care is linked to the Children’s Common Assessment Framework.</p> <p>On the assumption that recommendations for Children’s adaptations are 10% of total recommendations, this creates an overall target for Social Care of 57 days, a reduction of 24 days on overall time. This target applies across tenures.</p> <p>Given the current performance, which stands at 48 days at end of period 7 for 2009/10, 57 days does not appear to be a challenging target. However, 57 days is consistent with national targets and will be challenging for the Occupational Therapy service in ASC to achieve as the impact of transformation of adult social care increasingly takes effect .</p> <p>In January 2010 a time limited task group will be established to examine cross tenure performance targets for delivery of adaptations.</p>		
<p>Recommendation 4 – That the Directors of all adaptation providers make the necessary arrangements to consistently advise customers of the approximate adaptation delivery time, once their needs have been assessed.</p>	<p>This recommendation was agreed</p> <p>All Directors agree with this recommendation and would advise that the Adaptations Customer Relations group, a sub group of the Adaptations Operations Group, will ensure implementation.</p> <p>Progress:</p>	<p>4</p>	

	<p>Adaptation providers are advising customers at the point that work is approved of the likely timescale and updating people by letter if there is a delay.</p> <p>Customer Relations Group to consider methods to quality assure this process.</p>		
<p>Recommendation 5 – a) That the Director of Environment and Neighbourhoods, ALMO Directors and the Assistant Chief Executive (Planning Policy and Improvement) make necessary provision for the display and replenishment of published adaptations information in all Council buildings accessible to the public for general or housing enquires. b) Customer Service staff should be adequately skilled to signpost those seeking assistance to the appropriate officer/information or provide the necessary adaptations</p>	<p>This recommendation was agreed</p> <p>a) The Adaptations Operation Group will be responsible for ensuring the delivery of this recommendation. This will include provision, distribution and updating of leaflets which will contain detailed information about the process of applying for an adaptation and the timescales for each element of the application process.</p> <p>b) Occupational Therapists have been involved in the training of Westgate customer service staff. Advice to customers will be further improved by giving appropriate information so that customers can make an informed choice at an earlier stage about the means test, thus enabling them to decide to proceed if they are an owner occupier.</p> <p>Progress:</p> <p>a) All ALMOs and the Adaptation Agency have leaflets, posters etc on their adaptation service in their access points, such as housing offices and one stop centres. Some ALMOs and adaptation agency information is also display customer information in sheltered housing schemes, libraries, and GP surgeries. All ALMOs have undertaken periodic checks to ensure that the correct stationary is displayed, although a more rigorous process is required. This will be developed in early 2010.</p> <p>b) Adult Social Care is to locate 3 Team Managers in Westgate from January 2010 to provide Customer Service staff with</p>	4	

	<p>immediate advice and information when dealing with Adult Social Care related queries. This will ensure customers receive good information at the first point of contact with the Council. One of the Team Managers to be seconded into this role is an experienced Disability Team Manager who will take a lead role in improving responses at first point of contact, to adaptation enquiries.</p> <p>Children's Social Care already has a Team Manager located in Westgate who will be able to access the specialist knowledge of the Disability Team manager on adaptation issues.</p> <p>All ALMOs have trained their front line staff on the adaptation process, and some training of Customer Service staff has been undertaken by ALMOs. More training, in co-ordination with the Westgate based Disability Team manager will be undertaken in 2010.</p>		
<p>Recommendation 6 – Within the next 6 months the Directors with responsibility for the delivery of adaptation and the Director of Adult Social Services work in partnership to evaluate the provision of a cross tenure complex case coordinator(s) with the necessary specialist support skills to meet the objectives set out in this report, with a view to securing this function within the next 12 months.</p>	<p>This recommendation was partially Agreed</p> <p>An Adaptation Operations Group oversees the general processes and procedures for delivering adaptations. It is proposed that this group continues to review the Housing Options process which was established to ensure complex cases are managed well across agencies. The Adaptations Operation Group will review the need or otherwise to appoint a complex case coordinator. It is presently the view of ALMOs that to appoint such a person would duplicate existing provision. However, in view of current concerns about delays in provision of adaptations, an opportunity to further appraise this recommendation including development of a possible business case for any potential post, is a task that will be overseen by the Adaptations Operations Group.</p> <p>Progress: In response to recognized issues of the potential for cases to stall unnecessarily, a process known as Housing Options was introduced</p>	5	

	<p>in May 2009. This process increases close, cross agency management of complex cases from an early stage, which was the original intention of the case co-ordinator. Since in May 2009 16 families have used the Housing Options process and 14 cases are still in process of having their housing needs met. Of the 16, 9 were ALMO properties, 5 owner occupied and 2 housing association. In 9 of the cases the disabled person was a child.</p> <p>Since May 2009 there have been 15 complaints/representations received by Social Care regarding the delivery of major adaptations by the council. Non of these were issues that would have been managed better by use of Housing Options. The Complaints Office also received 7 contacts that were actually new referrals and one of these, where a family had adaptations but wanted to consider rehousing, was immediately referred into the Housing Options process</p> <p>The ALMOs and Adaptations Agency report that they have not received any complaints that should have been within the Housing Options process.</p> <p>At this point the Directors of Adult Social Care and Environment and Neighbourhoods do not believe a business case can be made for a dedicated officer but will continue to monitor use of the Housing Options process through AOG.</p>		
<p>Recommendation 7 – Within the next 12 months the Directors of all adaptation providers and the Director of Adult Social Services produce a specific city wide Adaptations Strategy and Delivery Plan spanning a number of years, for both the public and private sector. The strategy should take into consideration that demographically the population is ageing and other recommendations</p>	<p>This recommendation was agreed</p> <p>Directors agree that a specific city-wide strategy, with a strategy action plan, would enable the City Council and partners to structure and coordinate a unified approach to the provision of adaptations. It is recognised that a strategy for the provision of adaptations is an integral part of many different business plans, strategies and action plans. A cross-cutting strategy could bring all elements of this work together and if tasked to do so, the Adaptations Operations Group</p>	<p>4</p>	

<p>contained in this report.</p>	<p>could provide a vehicle for the strategy to be delivered.</p> <p>Progress: A meeting – “Adaptations Strategy Group”, is arranged for Directors and Chief Officers from Adult Social Care, Children and Young People’s Social Care, and Environment and Neighbourhoods on 11 December 2009 to progress this recommendation.</p>		
<p>Recommendation 8 – That the Directors of all adaptation providers ensure a) that the full budget provision is proposed each year in the annual budget to meet all anticipated in year demand thus removing the financial barrier currently hindering the timely delivery of some adaptations. b) that where it becomes apparent that actual adaptations demand will exceed anticipated need further financial provision is requested each year from 2010/11 onward to ensure the perpetual delivery backlog at the conclusion of each financial year is brought to an end.</p>	<p>This recommendation was partly agreed</p> <p>Directors are aware that budget provision each year is set according to the needs and priorities of each service. The Council’s financial contribution to DFGs has increased by over 200% in the five years to present, with a 09/10 allocation of £4.43m, alongside the Government Grant of £2.57m. This reflects a significantly increased level of delivery on adaptations which rose from 441 schemes (03/04) to 784 schemes (08/09) in the private sector. However, the initial forecast for demand at the start of the year is still frequently exceeded during the year, leading to budget / service pressures. Officers believe that when budgets are set, Members could expect to be given a forecast of the anticipated demand and the cost of meeting that demand. It has been suggested that an annual report, based on the adaptations provision in the previous year, may assist in setting out the proposed demand / spending on adaptations. Members will be aware, however that patterns of demand for adaptations continue to be varied, leading to a particular difficulty in anticipating demand of specific units and therefore a specific amount for future budget allocations.</p> <p>Progress: The Adaptations Strategy Group, arranged for 11 December 2009, will commence the review of resources and budget setting for adaptations across tenure and across council services. This work will feed into the budget process for 2010/11.</p>	<p>4</p>	

<p>Recommendation 9 –The Director for Development investigates and reports on the viability of adopting a model which reflects the spirit of the London Supplementary Planning Guidance for mandatory development to Lifetime Homes Standards, but suits the diversity and specific requirements of the City of Leeds, reporting findings to the Executive Board before 31 December 2009.</p>	<p>This recommendation is agreed</p> <p>We are currently nearing completion of a draft SPD on Sustainable Design and Construction which it is intended to publish for consultation in the Autumn. For housing, this looks at the introduction of the Code for Sustainable Homes (CHS) which at various levels embraces the Lifetime Homes Standard. Lifetime home standards are mandatory at CSH level 6. From 2010 they will be mandatory at CSH level 4 and in 2013 at CSH level 3. Once approved we will be encouraging house builders to follow the guidance but it will not be mandatory. SPD`s have to be supplementary to a policy in an approved development plan document as was the case in London where their SPD clearly elaborated on a policy in the approved Plan for London. We will be dealing with the policy position through the LDF Core Strategy. It is currently proposed that the Core Strategy includes a policy requiring new major residential development to meet the requirements of CSH. However, the Core Strategy is only at a relatively early stage of development, although we hope to be in a position to undertake further public consultation in the Autumn. The Core Strategy will eventually will be subject to public examination by an independent inspector, testing the appropriateness and justification for the policies that the Council is seeking to introduce, including in this case issues of viability.</p> <p>Progress: The LDF Core Strategy was published for consultation as planned and included Policy SC7 dealing with the Code for Sustainable Homes as indicated in the previous response to Scrutiny. The consultation period closed on 7 December. It is not known at this stage whether this policy attracted any representations. The consultation responses will need to be analysed as part of the on-going development of the Core Strategy leading to the publication of the final document in Autumn 2010. Public examination and adoption are anticipated in 2011.</p>	<p>4</p>	
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	<p>Progress on the Sustainable Design and Construction SPD has slipped and public consultation on the draft will now be in the new year. We are currently finishing off the illustrated draft for a further round of internal consultation. We aim to get an illustrated draft for internal consultation in January, followed by external consultation, some of which is already planned. If this goes well we should be looking at adoption of the SPD in April 2010."</p>		
<p>Recommendation 10 – a) The Directors of all adaptation providers and the Director of Adult Social Services conduct a full review, within the next 6 months, of how performance information is collected, collated and reported. b) The provision of quarterly cross tenure adaptation assessment and delivery performance reports to the Adult Social Care Scrutiny Board (or its successor), including a summary of any known Leeds cases which the Local Authority Ombudsman have decided to investigate or have reported on. The first performance report for 2008/9 quarter 4 will be scheduled early in the Scrutiny work programme 2009/10.</p>	<p>This recommendation was agreed</p> <p>The Adaptations Operations Group will develop a common data set ensuring that cross tenure adaptation and assessment and delivery performance reports can be received and managed by this group, in particular the performance on completion times.</p> <p>Progress:</p> <p>a) As part of the overall governance structure for adaptations in the Council a number of time limited task groups were identified. These groups report into the Adaptations Operations Group. It is proposed that AOG receive governance and leadership from the newly created Adaptations Strategy Group which has its first meeting planned on 11th December 2009.</p> <p>Task groups on VFM, Standard specifications, and customer care are in place. The Task group on Performance standards (see recommendation 3 above) and performance reporting will commence in January 2010.</p> <p>b) Following approval of the Directors response to the Scrutiny Boards Adaptations Report at Executive Board on the 26th of August the performance report for quarter two is appended to this report for comment from the ASC Scrutiny Board. Further reports will be brought before the board for discussion to coincide with performance reporting. Performance at Quarter 2,</p>	<p>4</p>	

	2009/10 (April to September attached.)		
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