

Design & Cost Report for Adaptation to Private Housing 2022/23 Scheme Number 33086.000.000

Date: 13 June 2022

Report of: Head of Service

Report to: Deputy Director, Social Work and Social Care Services, Adults and Health

Will the decision be open for call in? Yes No

Does the report contain confidential or exempt information? Yes No

What is this report about?

1. To provide information about the service delivered from the capital budget for adaptations to private property. To seek approval for authority to spend £470,000 capital for 22/23 for the continued delivery of the service.

2. Background information

- 2.1 Section 2 of the Care Act places a general duty on local authorities to provide, arrange or otherwise identify services, facilities, and resources to prevent, delay or reduce the needs of adults either for care and support, or the needs of informal carers for support.
- 2.2 The Care Act statutory guidance states: 'Local Authorities must provide or arrange services, resources or facilities that maximise independence for those already with such needs, for example, interventions such as rehabilitation/reablement services e.g. community equipment services and adaptations.'
- 2.3 Disabled Facilities Grants (DFG) are available to disabled people for adaptations which cost more than £1,000 and are within the mandatory purposes of the Housing Grants Construction Regeneration Act 1996. For Local Authority tenants, a council can apply DFG arrangements or undertake the works from their own resources, but the service delivered should be on the same terms as if a DFG had been awarded.
- 2.4 Some adaptations fall outside the mandatory purposes of DFG either related to cost (i.e.: under £1,000) or by being of a more temporary nature (e.g.: overhead tracking hoists).
- 2.5 In respect of adults, the Care and Support (Charging and Assessment of Resources) Regulations 2014 confirm that the provision of community equipment (aids and minor adaptations) must be provided free of charge. In the regulations "*community equipment (aids and minor adaptations)*" means an aid, or a minor adaptation to property, for the purpose of assisting with nursing at home or aiding daily living and for the purposes of this paragraph, an adaptation is minor if the cost of making the adaptation is £1,000 or less. In respect of children, the local authority has a power to charge for the provision of services, but in common with most if not all other authorities Leeds does not exercise this power to charge.

- 2.6 The arrangements in Leeds are that Housing Leeds provide both minor and major adaptations for their tenants. Disabled Facilities Grants are administered by Resources and Housing for disabled people living in owner occupied, Housing Association and private rented property. Adults and Health arrange and fund minor adaptations and other non DFG eligible adaptations for people in non-LA tenures. Some Housing Associations do provide minor adaptations to their own tenants.
- 2.7 The planned capital budget for 2022/23 to deliver the service is £470,000. This budget also supports minor adaptations for disabled children.
- 2.8 The £470,000 will be used to support two main areas of adaptation work. £210,000 is planned for the provision of overhead tracking hoists and £260,000 for delivery of minor adaptations, and any other non-grant eligible works.
- 2.9 Minor adaptations are carried out following recommendation from a range of health and social care professionals and are used to increase the independence and safety of older and disabled people at home, including to prevent falls. They are also used to facilitate hospital discharge where older or disabled people have experienced a reduction in their physical function. Minor adaptations are also used to reduce risks to disabled people and their family or paid carers while awaiting provision of more extensive adaptations if these are indicated to meet long term need.
- 2.10 Overhead tracking hoists are provided following a moving and handling risk assessment by a Community Occupational Therapist (under the Manual Handling Regulations 1992) which indicates the need for a hoist to reduce moving and handling risks to the lowest reasonable level, and where a mobile hoist is not appropriate due either to space or the needs of the disabled person. The moving and handling risks being reduced can relate to the disabled person, their family carers, NHS staff or home care staff.

3. Main issues

- a. **Overhead tracking hoists** are delivered by a specialist provider following a competitive tendering exercise. The contract includes carrying out site visits with Occupational Therapists, installation of the equipment, removal refurbishment and re siting of the equipment and a 24 hour a day call out service for repairs.
- b. Revenue funding from the community equipment budget is used to fund servicing and repairs, checks required under the Lifting Operations and Lifting Equipment Regulations (LOLER), and individual replacement slings
- c. The supplier is required to provide monthly performance reports against the performance indicators in the contract and contract meetings are held 6 monthly to review performance with the ability to convene a meeting should any issues arise.
- d. Housing Leeds use this contract to purchase ceiling hoists for their tenants, and use other arrangements for repairs and maintenance. The maintenance and LOLER testing elements of the contract are also used by Adults and Health Care Delivery services and by other Council Directorates.
- e. **Minor adaptations** and any other non DFG eligible adaptations are delivered by Leeds City Council's Leeds Building Services. As Leeds Building Services are willing and able to deliver this service there is no expectation or requirement for a procurement process to take place.
- f. Recommendations for work are sent by assessors on an electronic pro forma to a single email account in Adults and Health with a priority rating. The recommendations are quality assured by Business Support staff to make sure all required details are completed and that the works are within the scope of this budget. Requested works are uploaded daily to a shared

spreadsheet with Leeds Building Services who allocate work to appropriate tradesmen. Telephone appointments are made with customers and following completion of the work dates and costs are entered into a shared system.

- g. There are targets for work to be completed, including shorter timescales for emergency work. Improvements in reporting and in performance have been delivered by LBS in 2021/22. At end Q3, performance for standard minor works (i.e.; excluding external metal rails), had been slightly affected due to COVID-19, but as there were reduced numbers of requests being sent through the performance remained within target.

Recommendations

- a) For the Deputy Director, Social Work and Social Care Services, Adults and Health to approve the authority to spend £470,000 capital for 2022/2023 for the continued delivery of adaptations in private properties which are not eligible for funding through the use of Disabled Facilities Grant.
- b) For the Deputy Director, Social Work and Social Care Services, Adults and Health to note that the implementation of this decision would be as soon as the decision is agreed and will be led by the Head of Service, Prevention and Promoting Independence.

Why is the proposal being put forward?

4. Capital funding is used to deliver minor adaptations and overhead tracking hoists, which are not eligible for funding by Disabled Facilities Grant, to older and disabled people living in owner occupied, Housing Association and private rented property. An equal service is provided to Leeds City Council Housing Leeds tenants by the Resources and Housing Directorate
5. Arrangements are in place for the delivery of the service through a supplier procured through competitive tender for overhead tracking hoists and by Leeds Building Services for minor adaptations. Both arrangements are subject to regular performance management.
6. These services are key to reducing risks to older people, disabled people and disabled children and their paid and unpaid carers and contribute to the Council's priorities.

7. What impact will this proposal have?

Wards Affected:

Have ward members been consulted? Yes No

8. What consultation and engagement has taken place?

Consultation and engagement

- 8.1 In 2019 views on the provision of minor adaptations and tracking hoists were sought from the two key stakeholder groups. Firstly the Occupational Therapists who carry out assessments and recommend the provision of both minor adaptations and overhead tracking hoists. Members of The Equipment and Telecare Service User Group (TETSUG) who represent users and carers' views at the Leeds Community Equipment and Telecare Advisory Group, and also have a wider role across assistive technology service delivery in influencing and driving innovation, have also been consulted.
- 8.2 Both groups were asked how important the provision of minor adaptations, such as handrails and grab rails, are for older and disabled people living in their own homes and if they

considered these would prevent people needing other, possibly more expensive services. They were also asked to give their views on the importance being able to provide a person with a physical impairment with a hoist that is fixed to the ceiling or runs on a gantry track, if they didn't have space for a mobile hoist and the consequences if this was not available.

- 8.3 The feedback from the TETSUG group described how minor adaptations can help people to remain active indoors, maintaining their muscle strength and flexibility but also has a psychological benefit by enabling independence in daily activity. Having the confidence to move about the home safely was seen as a benefit, along with the prevention of falls which can lead to injuries requiring undesirable hospital attendances or even admission and a subsequent reduction in physical function.
- 8.4 The importance of minor adaptations to provide just the right amount of support and avoid the use of other equipment such as a stair lift which can accelerate decline in function was raised by one response from TETSUG. However, where people need a hoist the user group view was that fixed ceiling hoists are preferable to floor standing mobile hoists as they are less intrusive in the home, easier for carers to use and feel safer for the disabled person. Important feedback was also received about using the social model of disability and including the disabled person fully in the selection and design of adaptations to get the most benefit and also to achieve value for money.
- 8.5 Some issues of timeliness in receiving an assessment and the provision were raised and suggestions of improving the awareness of services available and clearer friendlier information. The comments from TETSUG were shared with the occupational therapy service to inform service improvements. LBS have provided monthly performance reports and meet quarterly with Adults and Health to review overall service performance and plan the delivery for the next quarter. As noted in 2.7 above. LBS are showing good performance in time taken to install.
- 8.6 The occupational therapy service staff commented on the minor works service for private homes being important in terms of cross tenure equity, and to ensure that people who can't afford to arrange handrails, for example, are able to be safe at home. The avoidance of falls and the consequences of those are a key factor for assessors. An example of a metal handrail allowing a service user to leave their home and do their own shopping, and the associated benefit to their health and wellbeing, was described.
- 8.7 The ability to improve lighting using the minor works budget was identified by a Rehabilitation Officer for Visually Impaired people as important in relation to the safety, communication and mood and wellbeing of visually impaired people. The example of a 96 year old lady who regained her confidence and functional independence through the provision of better lighting in her home after a sudden reduction in vision was provided.
- 8.8 Occupational Therapists described ceiling hoists being valued by families as they allow for safe moving and handling without the need for formal care staff coming into to the home or with a reduced number of carers or visits. For some disabled people a ceiling hoist offers the ability to control the movement of the hoist themselves which is not possible with a floor standing mobile hoist. Assessors considered that the consequences of not having access to ceiling hoists would be an increase in people needing admission to a care home or an increase in the cost of a package of care at home, but also a reduction in the health and wellbeing of the cared for person and their family members.
- 8.9 In summary, both stakeholder groups identified positive benefits from the provision of minor adaptations and overhead ceiling hoists with a significant theme related to the benefits to health and wellbeing in addition to physical independence and safety. While this exercise has not been repeated in 2020/21 due to the situation with COVID-19, it is understood that there is no change in the benefits experienced from this service and there

have been no issues or comments received that indicated a need to review the views of stakeholders.

9. What are the resource implications?

9.1 The annual budget for this service is £470,000.

9.2 Capital Funding and Cash Flow.

Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2019 £000's	FORECAST				
			2019/20 £000's	2020/21 £000's	2021/22 £000's	2022/23 £000's	2023 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	0.0						
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	0.0						
OTHER COSTS (7)	0.0						
TOTALS	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2019 £000's	FORECAST				
			2019/20 £000's	2020/21 £000's	2021/22 £000's	2022/23 £000's	2023 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	470.0				470.0		
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	0.0						
OTHER COSTS (7)	0.0						
TOTALS	470.0	0.0	0.0	0.0	470.0	0.0	0.0
Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2019 £000's	FORECAST				
			2019/20 £000's	2020/21 £000's	2021/22 £000's	2022/23 £000's	2023 on £000's
LCC Supported Borrowing	470.0				470.0		
Total Funding	470.0	0.0	0.0	0.0	470.0	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0

Parent scheme number :33262

Title : Adaptations to Private Homes 2022/23

9.3 Value for money has been secured for the provision of overhead tracking hoists by competitive tendering exercise.

9.4 The Council's Leeds Building Services deliver the minor adaptations service with regular monitoring of performance and spend jointly between Leeds Building Services and Adults and Health.

What are the legal implications?

- 10.1 This service is delivered in line with the Council's duties and responsibilities to meet the needs of older and disabled people.
- 10.2 The decision to approve the release of the £470,000 capital budget is a Significant Operational Decision and not subject to call in. There are no grounds for keeping the contents of this report confidential under the Access to Information Rules

What are the key risks and how are they being managed?

- 11.1 Without the provision of this service risks would be experienced by individual service users in their home environment and by family and paid carers providing manual handling support.
- 11.2 Recommendations for provision are subject to quality assurance and prioritisation in order to deliver the service within budget.

12 Does this proposal support the council's 3 Key Pillars?

Inclusive Growth Health and Wellbeing Climate Emergency

Climate Emergency

- 12.1 At Full Council on 27 March 2019, Leeds City Council passed a motion declaring a Climate Emergency. In addition, the Leeds Climate Commission have proposed a series of science based carbon reduction targets for the city so that Leeds can play its part in keeping the increase in global average surface temperatures to no more than 1.5°C.
- 12.2 Environment and Sustainability considerations were taken into account while developing the specification. Provisions are included which advises that the service will work with suppliers to ensure that they assist Leeds City Council to achieve their carbon reduction targets and reducing emissions across its fleet and operations
- 12.3 In terms of specifics for this contract, the provision of minor adaptations are a preventative measure that may reduce or eliminate the need for package of care to the person therefore reducing the number for visits from homecare staff. The use of a ceiling hoist rather than a mobile hoist can allow family carers to provide the appropriate support or to reduce the number of visiting care staff from two to one. Both of these impacts are carbon positive in as much as they are removing the need for unnecessary journeys.

12.4 Equality and diversity / cohesion and integration

- 12.4.1 An Equality Impact Assessment screening tool has been undertaken and has indicated that an EIA does not need to be carried out. There are no adverse effects on any particular groups of people related to this service.

The continued provision of capital funding for the delivery of minor adaptations and overhead tracking hoists in private property will enable the Council to meet its legislative duties, reduce risks to service users, family carers and paid staff and support the Council's priorities.

Appendices

Equality Assessment

Background papers

None