



**Environment and Neighbourhoods  
Children and Young People and Adult Social Care**

**Housing Adaptations Strategy**

**2010 - 2013**

**Introduction**

Housing adaptations provide solutions to housing needs that can lead to improvements in well-being, reduced risk, increased independence and prevention of need of higher levels of support or of admission to residential care for older and disabled people. However, demand for the service is greater than that able to be satisfied by current available resources and the gap between demand and resource is set to increase.

The Council has a statutory responsibility to provide adaptations services which it currently delivers from three Directorates: Children & Young People, Adult Social Care and Environment and Neighbourhoods. It is essential that a joint approach to delivery is achieved across these Directorates, where customer experience is the prime focus, irrespective of the particular delivery arm of the Council.

This Strategy describes the strategic vision and actions to enable an improved housing adaptations service to be delivered for all people living in Leeds to enable them to live with independence and safety. The Strategy and Action Plan contain objectives identified during a workshop held in April 2010 at which customers and delivery organisations discussed how to improve the current service and how to meet some of the challenges facing the city. It supports the key strategic priority of promoting independent living contained within the Leeds Housing Strategy and priorities within other strategies, including the Leeds Disabled People's Housing Strategy.

**This strategy will;**

- Deliver a high quality service to respond to the adaptation needs of people in Leeds in a fair equitable and timely way within the available resources.
- Ensure all agencies with responsibility for adaptations are working in a co-ordinated and transparent way, reducing duplication, achieving value for money, and sharing and managing financial and other risks.
- Engage people who can benefit from adaptations as equal partners, promoting self management and personalisation, in making decisions about cost effective ways to achieve independence and inclusion.

## **Section 1 . An Overview of the Adaptations Service in Leeds**

There are many services and teams involved in the provision of adaptations in the city. In the Council alone there are two Social Care Directorates and 5 major adaptations providers. There are also 24 Registered Social Landlords in Leeds involved in delivering adaptations and the Supporting People team within the Council commission services that provide housing related support and some minor adaptations.

Adaptations are classified as either minor or major. Minor adaptations are generally works costing less than £1,000 and are legally required to be provided without charge. Major adaptations are those involving works costing in excess of £1,000.

Assessments to identify the adaptations needed are carried out by Occupational Therapy services in Children and Young People Social Care and Adult Social Care. The ALMOs also employ Occupational Therapists to undertake this role. Leeds has in place arrangements for “trusted assessors” across the Council and in the NHS who can make recommendations for some adaptations. Recommendations from NHS staff include work needed to facilitate hospital discharge. Self assessment and mediated assessments are also used to ensure the Council provides a responsive service to people with non-complex needs.

Delivery of adaptations is arranged in relation to tenure. Tenants of Leeds City Council have both minor and major adaptations arranged by the three Arms Length Management Organisations and the Belle Isle Tenant Management Organisation, funded from the capital programme. There is no means testing or charging for this service. Adaptations for tenants of housing associations, those in privately rented housing and owner-occupiers are arranged by the Council’s Adaptations Agency, located in the Environmental & Neighbourhoods Directorate. The Adaptations Agency delivers adaptations through the Disabled Facilities Grant mechanism. Minor adaptations in this sector are funded by the Registered Social Landlords for their tenants and by Adult/Children’s Social Care for owner occupiers and private rented sector tenants.

### **1.1 The Legal Framework**

The Council has a legal duty under the NHS and Community Care Act 1990 to assess the needs of people who may be in need of community care services. The Council is required to set a threshold, using Fair Access to Care Services guidance about the level of need it will undertake to meet. However, it also has responsibilities to consider the needs of people who are below the line of eligibility through signposting or providing lower level interventions. Under the Children’s Act 1989, there is also a duty for the Council to promote the welfare of children and provide accommodation for disabled children living in unsuitable housing.

The Chronically Sick and Disabled Person’s Act 1970 also gives Council’s a duty to “provide assistance for people in the carrying out of works of adaptation”. This applies to disabled adults and disabled children.

The Local Government and Housing Act 1989 (subsequently amended by the Housing Grants, Construction and Regeneration Act 1996) introduced mandatory disabled facilities grants (DFGs) for any disabled person who could not access or use the ordinary facilities

of their home. Grant entitlement is subject to a test of resources and limited to a maximum grant level and is available to owner occupiers and tenants of private landlords and Registered Social Landlords ( Housing Associations) for works specified in the HGC&R Act and subsequent Orders.

Financial assistance was initially extended by the Regulatory Reform Order 2002, and more recently by Order in 2008 providing greater flexibility for DFG to be used for associated purposes, such as moving home where this is a more appropriate solution.

The good practice guide issued by the Department for Communities and Local Government in 2006 allows a local authority to determine that it will fund adaptations in property within its own ownership by ways other than through the DFG mechanism and in Leeds, the capital programme is used for this purpose. However, the guidance is clear that this approach should not result in a worse service to the Council's tenants than that received by applicants who live in other tenures. This applies both to the level of support received and the time taken to provide a service.

## **1.2 Challenges Facing the Adaptations Service**

The current adaptations service faces future challenges from three sources

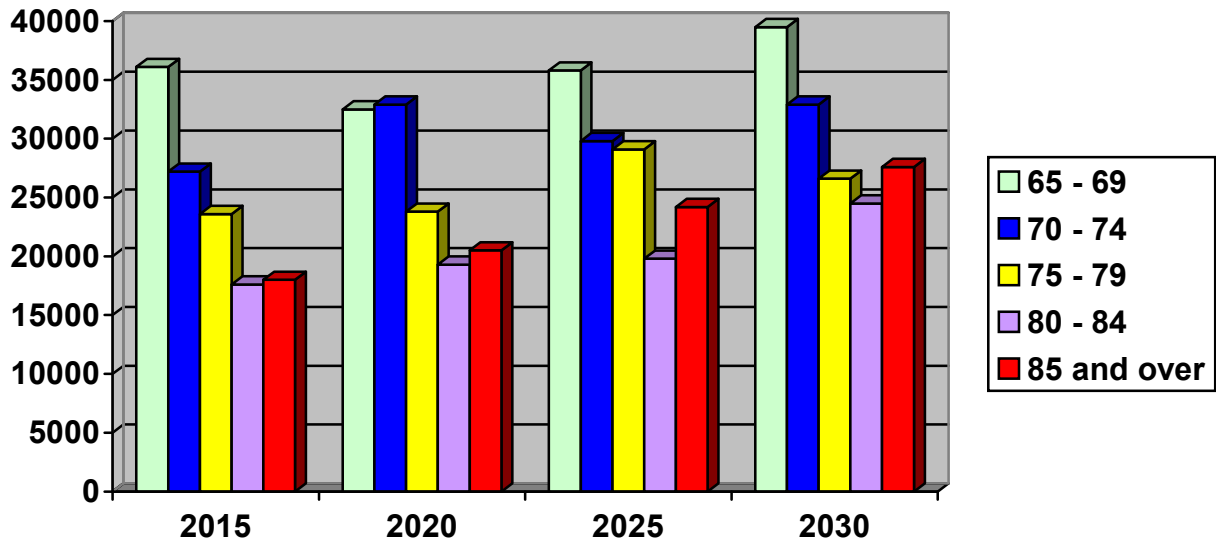
- 1) The increasing demand for adaptations
- 2) Funding challenges
- 3) Delivering services in a personalised way

### **1) The increasing demand for adaptations**

According to the ONS (Office for National Statistics), the number of people nation-wide aged 65yrs or over will increase by 23% by 2019 and by 56% by 2031. The number of people aged 75yrs and over will increase by 70% by 2031.

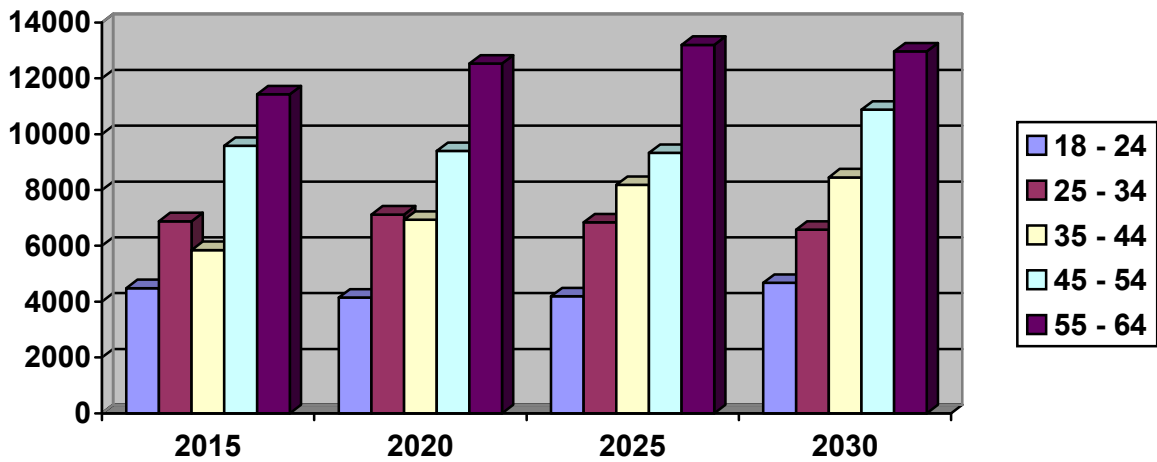
In Leeds the number of over 65's unable to manage at least one self care activity is predicted to increase by 9% by 2015, and by 17% by 2020. Many of these people will have needs that require adaptations to enable them to achieve independent living and to remain in their own homes. Approximately 70% - 80% of the current adaptations work within the city is provided for older people so this represents a significant projected increase in demand for services.

**Figure 1** Local projected population for people aged 65 and over



Increasingly, disabled people, including disabled children with high support needs or complex medical conditions are enjoying longer life expectancy and this will also impact on the future demand for adaptations as well as other support services.

**Figure 2** Local projected numbers aged 18 – 64 with moderate physical disabilities

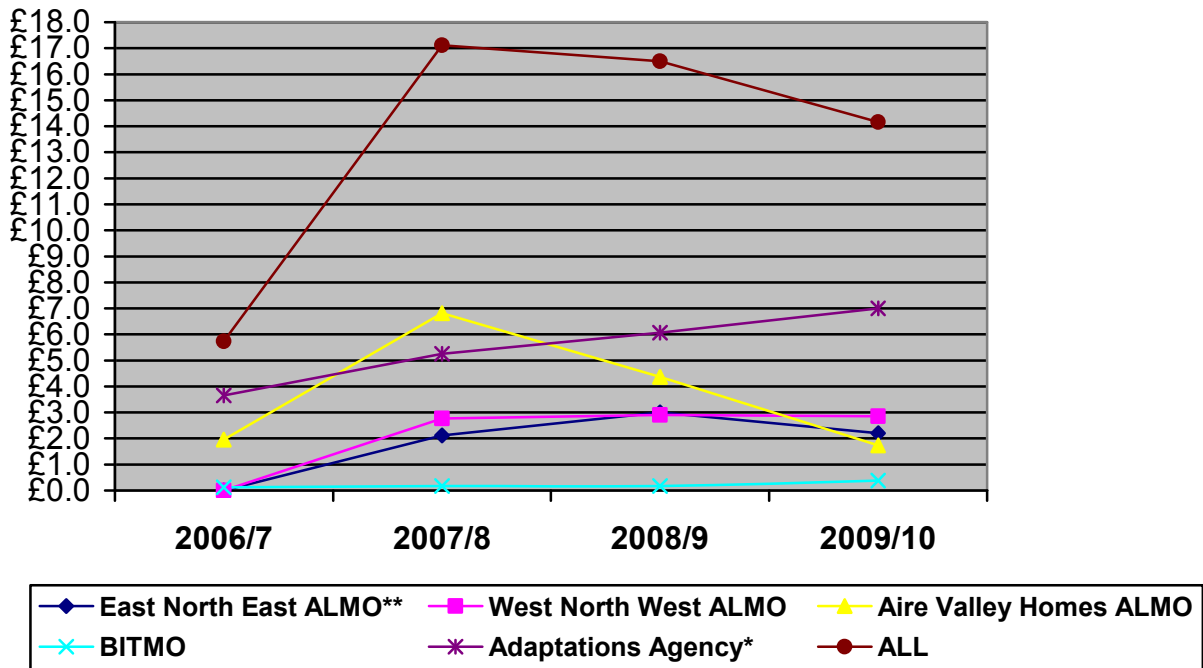


**2) Funding challenges**

In 2009/10 in Leeds, there was a gap in demand for adaptations and available resources of £4m. Within the current policies and delivery arrangements, this is set to increase to an in-year pressure of £6m by 2013. This will be in addition to the unmet cost of adaptations not delivered in 2010/11 and 2011/12.

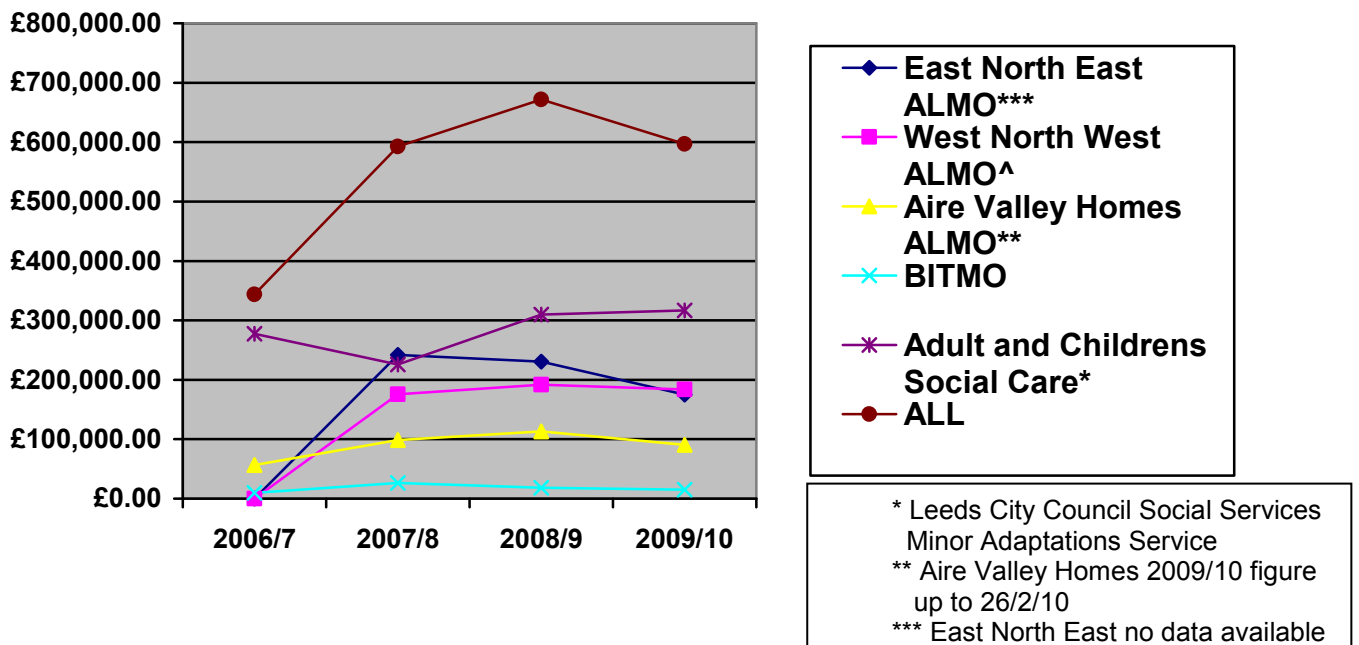
The following graphs show the past and current spend on major and minor adaptations provision.

**Figure 3** Spend on major adaptations in Leeds 2006/7 to 2009/10 (£million)



\*Leeds City Council Adaptations Agency DFG spend  
 \*\* East North East ALMO no data available for 2006/7

**Figure 4** Spend on minor adaptations in Leeds 2006/7 to 2009/10



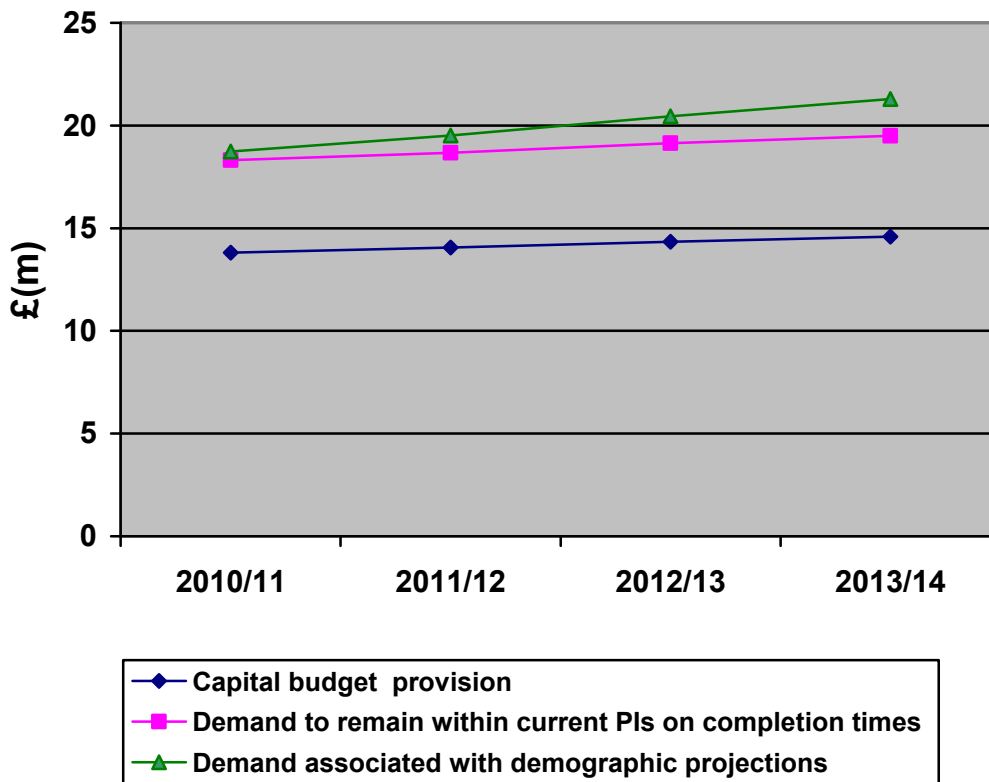
\* Leeds City Council Social Services Minor Adaptations Service  
 \*\* Aire Valley Homes 2009/10 figure up to 26/2/10  
 \*\*\* East North East no data available

Although the historic spending on major and minor adaptations shows some variation between the provider agencies, the overall trend is upwards. There is an increasing pressure on the capital resources to meet the projected future demands for adaptations. There is the capacity for greater number of adaptations to be delivered if the capital resource for this work was increased. There is a gap between the budget provision and required spend to satisfy all demand. Some organisations are currently meeting demand from within their budget, whilst others are not. It is known that there will be an increased

demand for services up to the next 20 years. Reducing demand and encouraging better use of resources could be achieved by a personal housing plan model to explore available options with customers and by recycling of equipment. Additionally, there is the potential for greater efficiency savings to be generated by pooling of budgets and by partners combining resources to achieve maximum value and effective procurement of equipment.

The following graph contrasts the current capital provision compared to the projected amount needed to satisfy likely demands at current performance levels, and takes into account the projected increases in the number of older people.

**Figure 5** Current capital provision and projected demand, to 2013/14



### 3) Delivering Service in a Personalised Way.

The Government wishes generally to see greater personalisation in the delivery of care and support services rather than a top-down delivery of standardised services. The challenge for Leeds adaptations providers is to identify a model that allows services to be designed around the individual following an assessment process, providing enough support for people to commission a provider and make complex or technical decisions about how best to meet their need, while still maintaining the financial advantages of standard designs which reduce unit costs.

There is scope to improve the overall adaptations service to bring a more responsive and flexible service and drive up efficiency and better use of resources. There is concern that delays for adaptations to be fitted following assessment may reduce the effectiveness of the final installation. One proposal is to use a personal housing plan approach, which will

offer scope to identify options that are more appropriate than a major adaptation to meet need in potentially in a shorter time frame for the customer.

The challenge in delivering a customer focused service includes the need to ensure that all customers experience at least a minimum agreed standard of service, that there is consistency in the assessment process and that all have the same opportunity to tailor the specification of any work to suit their own needs. It is acknowledged that the service delivered to the customers in Leeds varies according to the tenure and that this needs to be addressed. While standardised service delivery benefits efficiency, it can work against the ethos of personalisation and individual choice and this is an area where balance needs to be achieved.

## **1.3 Benchmarking Leeds' Adaptations Service**

### **SUMMARY**

The following benchmarking information shows that Leeds are high performers in terms of the numbers of major adaptations provided per 100,000 of the adult /over 65 population. This position has been consistent in 2007/8 and 2008/9.

Leeds are average in the numbers of minor adaptations provided and unusual in providing almost equal numbers of minor and major adaptations.

Regionally there is variation in the threshold applied to access major adaptations and clearly some LAs are more restrictive than Leeds in the way adaptations are provided.

Leeds also performs well in relation to Core Cities (based on 2008/9 data; Figures 12 and 13). Leeds shows as having the 2<sup>nd</sup> highest performance in terms of time to start on site after recommendation and 3<sup>rd</sup> in the numbers of major adaptations provided per 100,000 adults.

If Leeds were to provide the same number of major adaptations as the regional average, then annual spend, based on 08/9 data, would reduce by £7.5m. If the Core City average number of adaptations were delivered spend would reduce by £ 3.3m (Table 2)

### **Benchmarking from the Adult Social Care Self Assessment Statement**

Each LA with adult social care responsibilities reports performance on adaptations services each year as part of the Self Assessment Statement (SAS).

For the Adaptations Strategy Workshop, April 2010, the most recent available information for the whole region was from 2007/8 and this is used in Figure 6 to show number of major adaptations provider per 100,000 adults and the time in weeks to start after recommendation by Social Care. Data for 2008/9 is now available and this is used in Figures 7 and 8 .

Information has been obtained from 2 LAs in the region, who are also in the national "Comparator Group" with Leeds Adult Social Care, on their SAS returns for 2009/10. This data is used in Figures 9, 10 and 11.

Data for Core City performance in 2008/9 is shown at Figure 12.

### **Performance Reported**

The SAS report includes the numbers of major and minor adaptations that have been started on site during the financial year and the average time in weeks between receipt of the recommendation by the housing provider and the start on site. For minor adaptations only the works carried out by the housing provider are included. Minor works paid for by Adult/Children's Social Care are included in the performance report for delivery of community equipment within 7 days of decision to supply.

For major adaptations delivered by a Disabled Facilities Grant, the "date work started" is assumed to be the same as the grant approval date. For major adaptations carried out by the council to its own properties, it is the actual date of work starting on site.



## Regional Performance

KEY LAs in Yorkshire and the Humber Benchmarked

<b>A</b>	<b>Hull</b>
<b>*</b>	<b>LEEDS</b>
<b>B</b>	<b>Calderdale</b>
<b>C</b>	<b>Rotherham</b>
<b>D</b>	<b>Sheffield</b>
<b>E</b>	<b>Barnsley</b>
<b>F</b>	<b>East Lincolnshire</b>
<b>G</b>	<b>NE Lincolnshire</b>
<b>H</b>	<b>Doncaster</b>
<b>I</b>	<b>East Riding</b>
<b>J</b>	<b>Kirkless</b>
<b>K</b>	<b>Bradford</b>
<b>L</b>	<b>North Yorks</b>

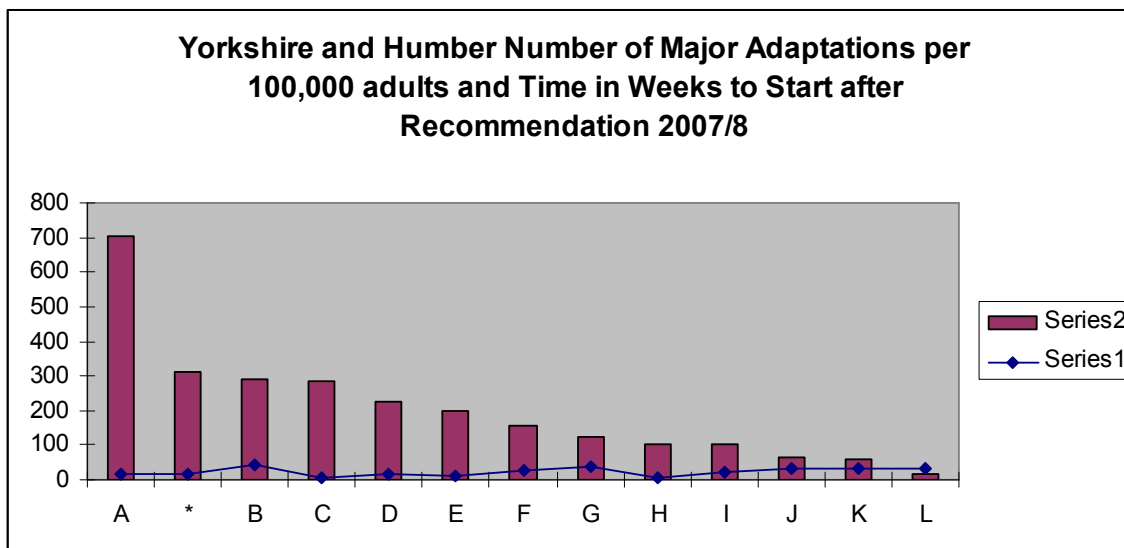
### 2007/8

Figure 6 below shows that there was a range from 704 to 15 major adaptations per 100,000 adults started. Leeds was the second highest, with 314 per 100,000 adults.

In terms of weeks between recommendation and start on site, the reported range was from 3.3 weeks to 45 weeks. Leeds, at 14.3 weeks, was below the average of 21.8 weeks.

In relation to its neighbouring LAs, Leeds performed well in 2007/8 on the number of people receiving adaptations and also in the time to start on site.

Figure 6



### 2008/9

Regional data for 2008/9, in Figure 7 below, shows that for major adaptations Leeds are providing more major adaptations per 100,000 adults than all but one other LA in the region. Four LAs start work on site more quickly but Leeds performance at 14.3 weeks is still above the average of 21.8 weeks. (Figure 9)

Figure 7

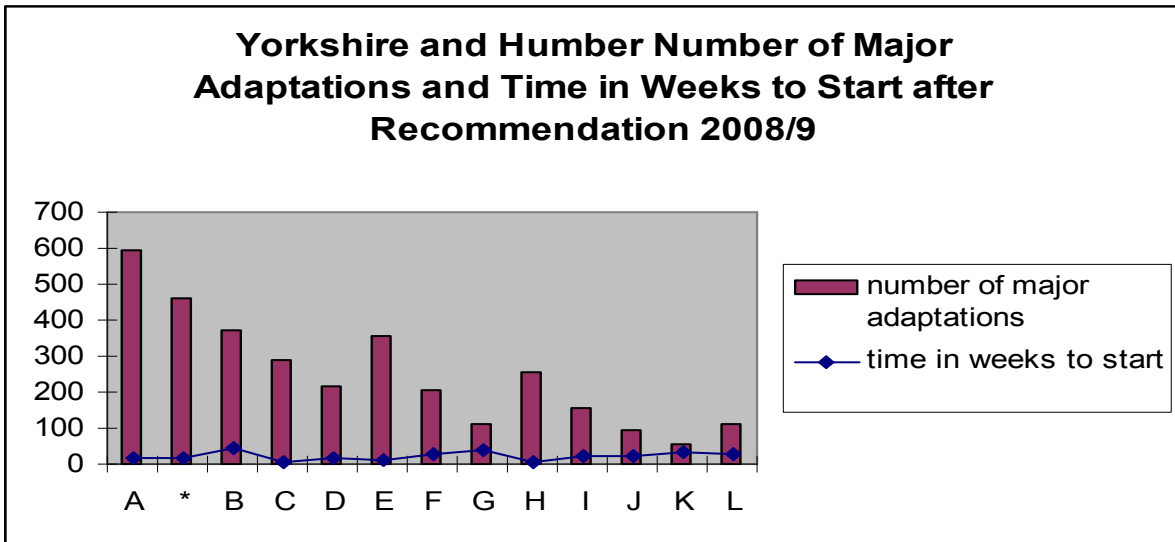
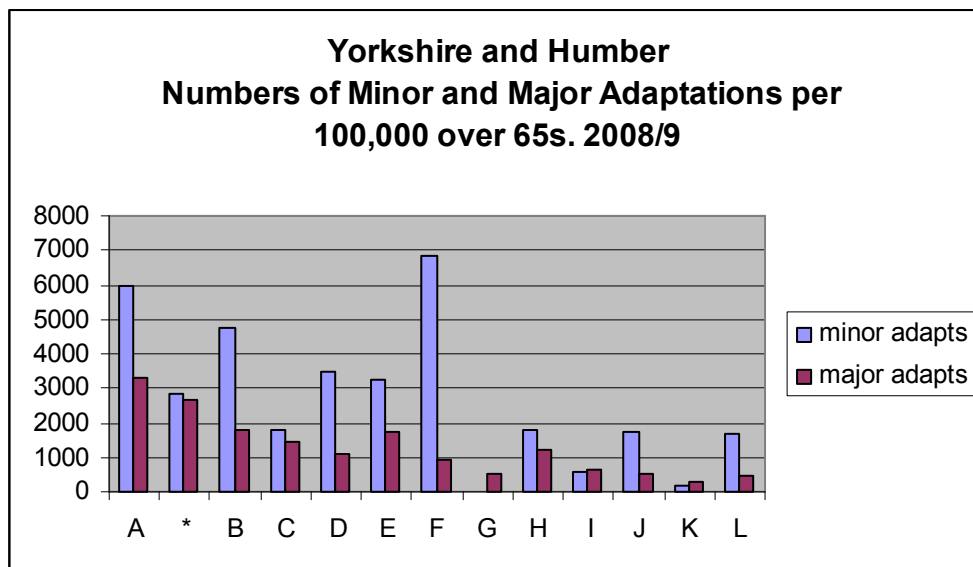


Figure 8 shows the numbers of major and minor adaptations provided across the region in 2008/9 per 100,000 over 65 population. Leeds is the 2<sup>nd</sup> highest provider for major adaptations but close to the average (Leeds 2,821, regional average 2,687) for minor adaptations.

Figure 8



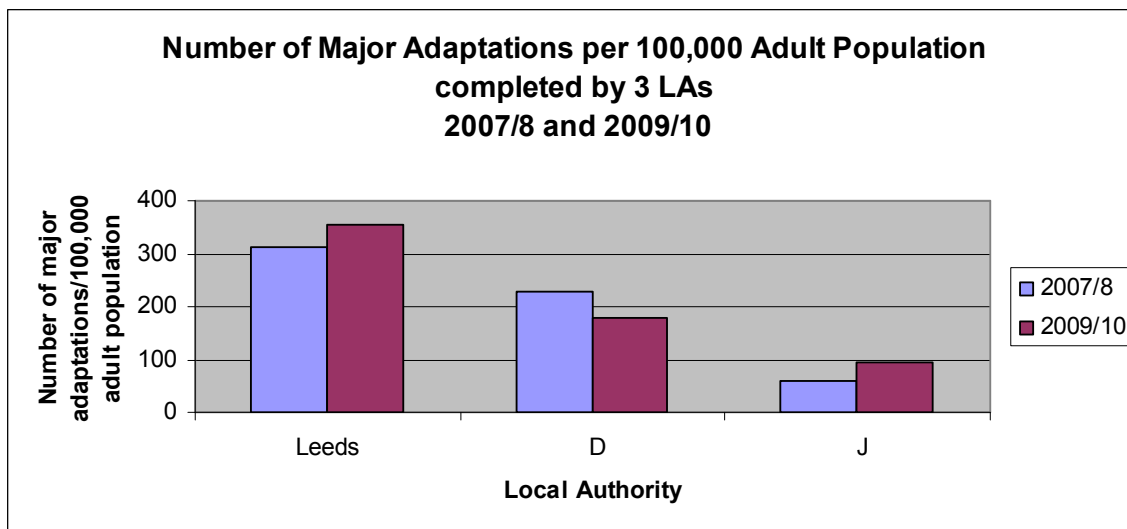
**Leeds Performance Compared with Two LAs from its “Comparator Group”.**

Figures 9 10 and 11 compare Leeds with two LAs from Yorkshire and Humber ,who are also in its national “comparator group”. The data for 2007/8 and 2009/10 is shown for each.

Leeds is delivering a higher number of major adaptations per 100,000 of adult population, (figure 9) with 5 times more adaptations per 100,000 of the adult population in 2007/8 than

LA “J”, and though “J” increased the number in 2009/10, Leeds still provides 3.8 times more.

**Figure 9**

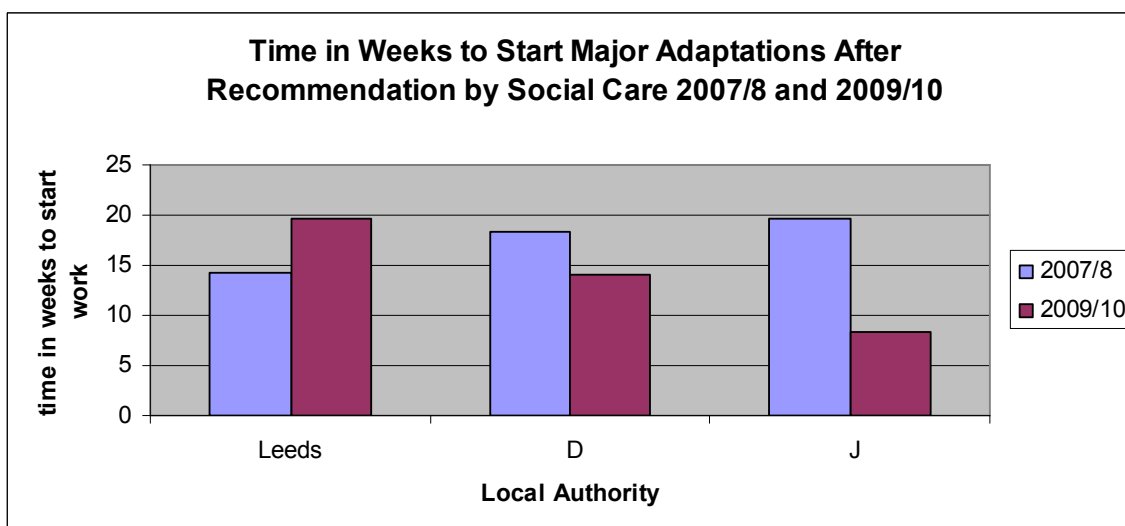


Leeds’ performance in average time to start work on major adaptations has been declining over the last 4 years as shown in Table 1 below.

**Table 1 – Leeds delivery time 6/7 to 9/10 as reported in SAS**

	06/07	07/08	08/09	09/10
Avg time, in weeks, from assessment ending to work beginning/DFG approval	13.3	14.3	16.9	19.6

**Figure 10**



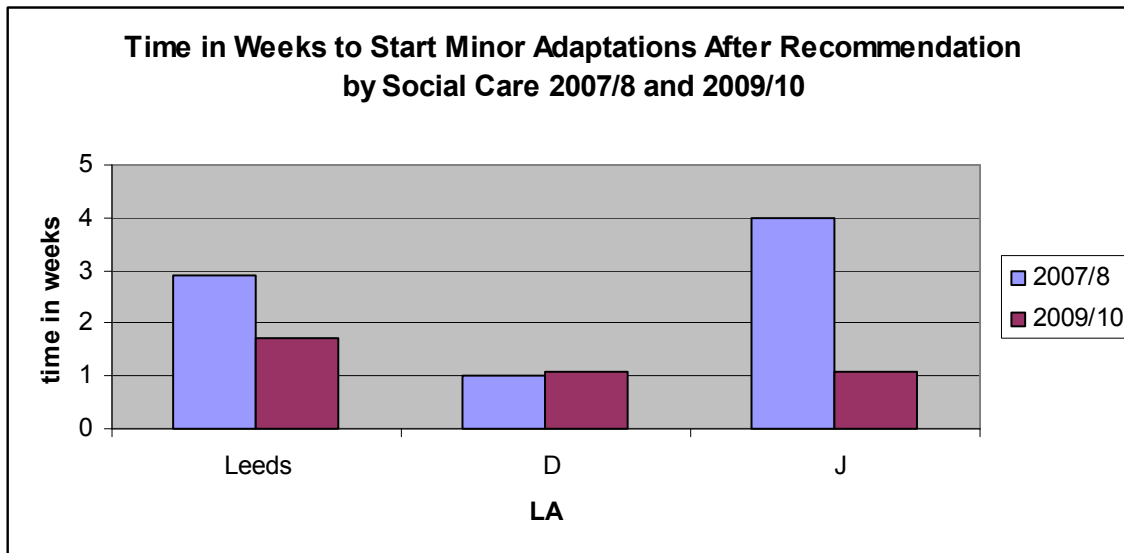
The other 2 LAs have improved their performance in time taken to start work, (figure 9). LA J achieved a 58% reduction alongside a 50% increase in the number of adaptations delivered. As described above though, J still only deliver 26% of the number of adaptations per 100,000 adults compared to Leeds.

In 2009/10 LA "D" are providing 21% less major adaptations per 100,000 than in 2007/8, but delivering them, on average 4.2 weeks more quickly.

Figure 11 below shows that Leeds has improved performance on the time to deliver minor adaptations over the last 2 years, but is still not reaching the same performance as the two comparators.

Across the region, in 2007/8, Leeds were third from the bottom, at 2.9 weeks, in delivery of minor adaptations after assessment.

**Figure 11**



### Core City Benchmarking

Figure 12 below shows performance by the Core Cities in 2008/9 in relation to numbers of major adaptations provided and time to start on site after recommendation. Leeds is the third highest in level of provision and above the average of 369 major adaptations per 100,000 adults.

**Figure 12**

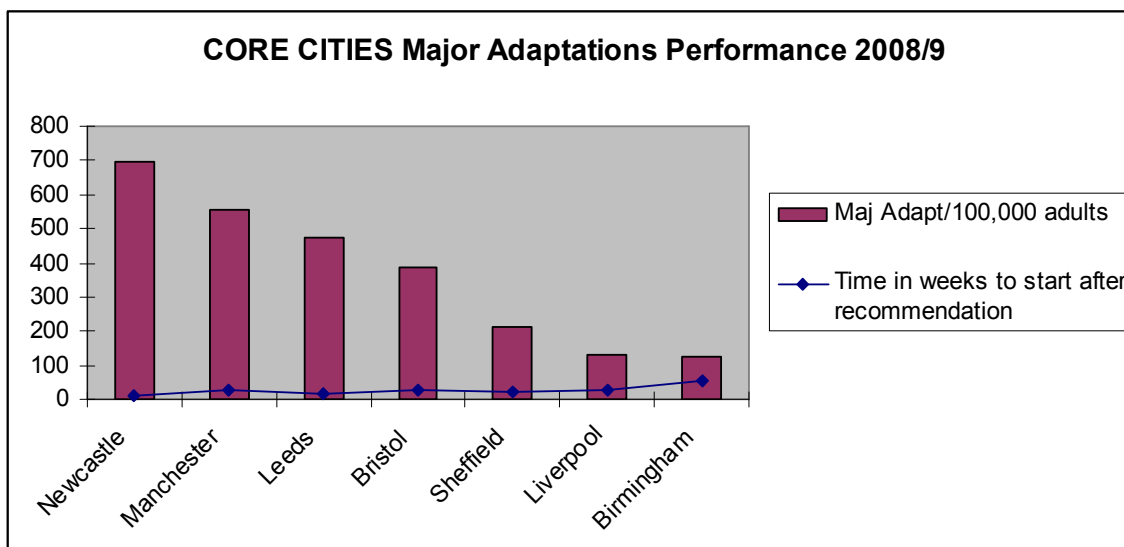
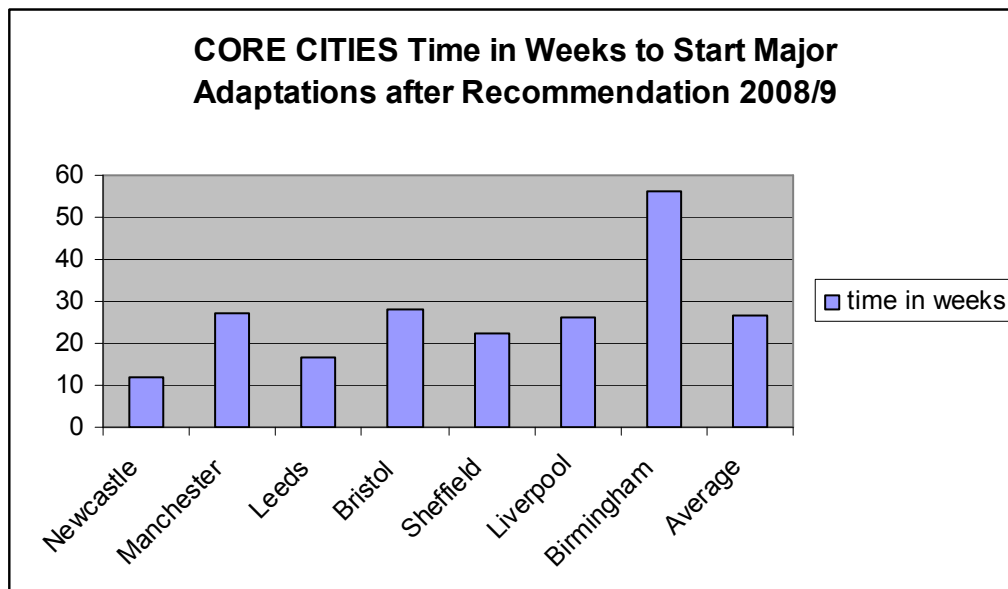


Figure 13 shows time to start on site with Leeds having the second best performance of the core cities and at 16.9 weeks, 10 weeks faster than the average.

**Figure 13**



### Benchmarking Leeds against Region and Core Cities with Potential Impact on Spending

Table 2 below shows the financial impact if Leeds were to provide major and minor adaptations at the same level as the average for the Region and major at Core City average provision. All based on 8/9 performance data

Table 2

08/9	Number Major Adapts per 100,000 adults	Spend	Number Minor Adapts per 100,000 adults	Spend
Leeds performance	460	£16.5m	505	£680,000
		Estimated Spend based on average regional performance		Estimated spend based on average regional performance
Regional Average Performance	252	£9.03m	544	£735,000
		Estimated Spend based on average core city performance		
Core City Average Performance	369	£13.2m		

At 460 per 100,000 adults, Leeds provides more major adaptations than many other LAs. If Leeds provided the same number as the regional average (251) then, assuming average cost of an adaptation Leeds remains consistent, the overall spend would be £7.47m less. Providing at the average level of the core cities (369) would result in a reduction in spend of £3.3m. However, Leeds are below the regional average for numbers of minor adaptations and would spend an additional £55k to achieve the regional average level of provision.

## **Benchmarking on Eligibility for Major Adaptations**

The *mandatory works* for which people are eligible for Disabled Facilities Grant is determined by the circular guidance to the Housing Grant Construction Regeneration Act 1996. In Leeds, this guidance is applied across tenure.

However the determination of the individual's eligibility is less clear and authorities use different interpretations including, for some, the application of Fair Access to Care Services (FACS) eligibility as a gateway to minor and or major adaptations. Other authorities, including Leeds, see the provision of adaptations, alongside other assistive technology, as part of their preventative services.

LA "D" does not make reference to the application of FACS, but their information suggests they are providing above and below the line of eligibility.

However, they specify specific adaptations which are not provided – hardstanding and vehicular access, scooter storage and body dryers. Ramps are not provided unless a person "goes out at least once a week".

Their information also states that bathing adaptations are not provided if the person has "a carer who helps you to wash yourself". LA "D" states it "may not" carry out adaptations for a terminally ill person.

LA "E" applies FACS before assisting people with adaptations. They do provide hardstanding/vehicular access.

"E" takes a similar approach to "D" on bathing adaptations, stating that a shower cannot be provided if the person can "maintain adequate body hygiene independently or with reasonable assistance". "E" have 1,600 powered bath lifts in use compared with 944 in Leeds although the adult population of "E" is only 29% of Leeds'.

"E" promotes the provision of level access showers rather than cubicles, particularly in ground floor housing; this approach is also taken by LA "C".

Discussions at the Regional Assistive Technology Group shows that there are a wide range of arrangements for delivery and local reporting of equipment and adaptations services which makes reliable benchmarking difficult. There is potential to share practise and to develop benchmarking tools with this group.

## **Section 2 Aims & Objectives of the Strategy**

The strategy will address the above challenges by the following 5 strategic themes:

- Using Resources Well
- Collecting and Using Information Effectively
- Providing a Good Customer Experience
- Working Positively with Partners
- Creating Effective Governance Arrangements

### **1.Using Resources Well**

Future demand for adaptations is forecast to increase whilst resources will not be available to fully match this demand. The Council will need to ensure that in carrying out the Council's duty towards providing adaptations, and the provision of such adaptations with its partners we maximise the financial and organisational resources and also make best use of equipment and adaptations which are currently installed. Identifying how to use resources will also include looking at how adaptations are procured and maximising value for money. National research has been carried out into the 'spend to save' benefits of installing adaptations, and this will be developed further locally to strengthen the case and attract longer term investment. Quality assurance of the assessment process and of the identification of the right adaptation will be used to ensure good decision making processes are in place. Early intervention and prevention are the models for future working to ensure that customers have early access to information on their options and that interventions are made before critical or urgent situations develop.

#### **Key priorities**

- The Council will take a cross tenure, city wide approach to the planning, commissioning and delivery of adaptations services so that available resources are managed and targeted to meet demand in an equitable way. (Action Point 1.1.1, 1.1.6)
- The Council will establish the cost benefits of adapting housing for disabled children young people adults and people, and understand the impact on other support services, so that Council resources can be directed appropriately. (Action point 1.1.2)
- The Council will match its adapted properties, and those of other landlords, to people requiring those facilities and recycle of equipment so that best use is made of existing equipment and adaptations. (Action point 2.2.1)

### **2.Collecting and Using Information Effectively**

The Council will ensure that it holds accurate information on the current demand for and delivery of adaptations in order that it can make good use of resources and plan accurately for the future. The needs of customers and the outcomes achieved through the provision of adaptations will be examined and used in planning. Performance information will be transparent and meaningful.

### **Key priorities**

- The Council will collect and use data on demand, delivery and outcomes for customers so that the adaptations service is subject to continuous review and improvement. (Action point 2.3.1)
- The Council will set performance targets related to the reasonable timescale for specific adaptations to be completed so that performance demonstrated is meaningful to all stakeholders, in particular customers. (Action point 2.1.1)
- The Council will benchmark its performance against other providers of adaptations so that it can inform and develop best practice. (Action point 2.1.2)

## **3. Providing a Good Customer Experience**

Customers need clear information on where to obtain information about suitable, appropriate housing and how to apply for an adaptation. Being able to contact the Council through a single point of access will ensure they receive a fair and consistent assessment regardless of their tenure – private rented, ALMO or RSL tenant or owner occupier. A Personal Housing Plan approach, successfully adopted in other areas of housing services, will be used to capture all connected housing issues and identify solutions to enable independent living which may not involve installing adaptations. For example an assisted move to a more suitable property rather than adapting a customer's current home. From July 2010 all new customers of Adult Social Care will receive a personal budget to meet their support needs. Opportunities will be taken to introduce the choice and control seen in self directed support models to the adaptations process. Children's Services Transformation Programme is developing an Integrated Children's Disability Service in order to improve service and outcomes for disabled children, young people and their families.

### **Key priorities**

- The Council will actively promote information advice and guidance about the benefits of suitable housing for disabled children, young people, adults and older people so that citizens of Leeds can be informed to plan ahead before they experience critical need. (Action point 3.2.1)
- The Council will develop a Personal Housing Plan approach to respond to requests for adaptation so that customers can consider all the possible options and agree an appropriate solution to their housing need with the Council (Action point 3.2.2)
- The Council will use opportunities to include adaptations funding in customer held budgets so that the choice and control of older and disabled people is increased. (Action point 3.5.1)

## **4. Working Positively with Partners**

The adaptations service involves internal partnerships within the Council and the Council working with many external partner organisations across the city, with some parallel systems for assessment and some areas where duplication occurs. There is



scope for pooling of budgets and using a common assessment process streamlining the process for customers and officers. Best practice can be shared between organisations to improve the level of service received by customers.

### **Key priorities**

- The Council will work with RSLs and Home Improvement Agencies so that there is increased efficiency and equity (Action point 3.4.1, 4.2.1, 4.2.4)
- The Council will engage all stakeholders in workforce development so that service delivered is equitable, consistent with the Council's duties and powers and demonstrates best practice (Action point 4.2.2, 4.2.3)
- The Council will establish clear transition arrangements for customers moving across organisational boundaries, including from children to adult services and across tenures, so that all stakeholders understand their roles and responsibilities and there are clear protocols for managing referrals between departments. (Action point 4.1.1)

## **5. Creating Effective Governance Arrangements**

The adaptations process right from the initial contact and assessment and identifying options through to installing equipment or carrying out major works should operate with maximum efficiency for both customers and officers. Services should have clear understanding of which organisation is responsibility for each part of the adaptations process. Several partner organisations offer similar assessment services to customers but may use different systems which do not deliver consistent outcomes to customers and these could be revised to use common processes and achieve better value for money.

The action plan to deliver the Strategy needs robust delivery arrangements, ideally through a project management approach, with clearly identified reporting routes and accountabilities.

### **Key priorities**

- The Council will identify a single strategic director with accountability for delivery of adaptations in the city so that governance arrangements are clearly defined. (To be confirmed)
- The Council will review the Terms of Reference of the Adaptations Operations Group and the Adaptations Strategic Group so that their respective roles in delivering the strategy are understood and implemented effectively. (Action point 5.1.2, 5.1.3)
- The Council will ensure the Adaptations Strategy is coordinated with the other key Council Strategies relating to housing and to social care so that there is consistency of approach and no duplication in actions. (Action point 5.2.1)

## **Section 3 Further reading and related strategies**

### **The Leeds Housing Strategy 2009 – 2012 and Disabled People’s Housing Strategy**

This strategy develops the strategic vision of the Leeds Housing Strategy to “create opportunities for people to live independently in a quality, affordable housing’ in particular the strategic priorities contained within the Promoting Independent Living section of the document. It also meets several key objectives within the Disabled People’s Housing strategy with the aim to improve access to adaptation services for customers to enable independent living, and the development of systems to better identify adapted properties available for customers who are looking to be re-housed and have an adaptation need.

### **Better outcomes, lower costs (ODI / University of Bristol 2007)**

This sets out evidence that adaptations and equipment can reduce the cost of people being submitted to residential care or hospital and the risk of falls and connected health complications.

<http://www.officefordisability.gov.uk/research/research-reports.php>

### **Putting People First 2007**

This is six pages in length being a statement of the government's commitment to independent living for all adults. The protocol is a collaborative approach between central and local government, the sector's professional leadership, providers and the regulator and lays out the expectations for reform in adult social care.

[http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH\\_081118](http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_081118)

### **Delivering Housing Adaptations for Disabled People: A good practice guide**

June 2006, CLG.

<http://www.communities.gov.uk/publications/housing/deliveringhousingadaptations>

### **Adapting for a Lifetime (Jan 2010): The key role of home improvement agencies in adaptations delivery.**

Produced by Foundations, the national body for Home Improvement Agencies explaining the challenges facing future provision of adaptations and how these can be addressed by working in partnership with Home Improvement Agencies.

<http://www-foundations-uk-com/page.php?currentpageref=360>

## Section 4 Delivery of the strategy

### Governance

The strategy and action plan will be ratified by the Adaptations Strategy Group of Leeds City Council and regular monitoring of progress against the action plan will be provided to

Barrier	Adverse affect	Who does this impact on	Why
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the Leeds Housing Partnership.

### Consultation

The strategic themes within the action plan have been developed in consultation with partner agencies across the city through a full day workshop event held in April 2010. Delegates representing Leeds City Council Adaptations Service, Adult and Children's services, the Leeds ALMOs, Housing Associations and Housing Services, voluntary agencies and service users considered the current issues facing the service and the recommendations arising from the 2009 Adult Social Care Scrutiny Inquiry. A series of group workshops examined the challenges and proposed action points to include within this Adaptations Strategy and action plan.

### Equality Impact Assessment

An Equality Diversity and Community Cohesion Impact Assessment has been carried out on the draft Adaptations Strategy. The key findings are summarised below.

Choice for customers	Irregular application of the eligibility criteria during the assessment process and degree to which different landlords interpret guidance.	Tenants of the Leeds ALMOs, tenants of Housing Associations and private tenants or owner occupiers receive differing levels of service and choice.	Individual agencies interpret the assessment criteria differently and a varying degree of personal choice is given to ALMO tenants.
Language	Lack of awareness of the service in minority communities due to communication barriers. Potential risk to customers who are in need of urgent adaptations and	Customers who have language or communication barriers.  Health services who are assisting people later on who cannot manage independently at home.	Information about the adaptations service needs to be reviewed and efforts made to improve access for hard to reach groups by using different communication and outreach methods.

	cannot access the necessary help.		
Cultural / Financial.	Families who need adaptations which exceed the DFG funding ceiling may struggle to fund remaining costs if unable to apply for Home Assistance Loans.	People requiring adaptations exceeding DFG limit of £30,000.	Limit on Disabled Facilities Grant funding limit provided by Leeds City Council
Procedural / Age	Delays when several organisations are involved in cases for adaptations and young people.	Families with children requiring adaptations who are approaching transition into adult social services.	Delays can occur when service users are waiting for assessments and many different organisations are involved.
Religion and belief	Some minority communities may find the assessment process and home visit culturally inappropriate	Minority communities	Cultural beliefs and traditions should be respected and procedures reflect best practice.
Age / Service planning.	Increasing ageing population will result in greater demand for services than can be delivered for the allocated resource.	Older people with an adaptation need.	Limited resources to satisfy demand from all groups will require new ideas to help maximise resources and manage demand for large adaptations through use of early intervention and providing options for customers.
Cultural	Access to the Home Assistance Loan may be seen as unsuitable to some minority communities.	Minority communities	Unable to apply for traditional loan agreements.

## SUMMARY

This Strategy supports the city's strategic priority of promoting independent living contained within the Leeds Housing Strategy and priorities within other strategies, including the Leeds Disabled People's Housing Strategy

The Action Plan (Appendix 1) clearly identifies the objectives, actions and outcomes that need to be achieved under each of the 5 Strategic Themes detailed in Section 2 of the Strategy:

1. Using Resources Well
2. Collecting and Using Information Effectively
3. Providing a Good Customer Experience
4. Working Positively with Partners
5. Creating Effective Governance Arrangements

To deliver our commitment to:

- Deliver a high quality service to respond to the adaptation needs of people in Leeds in a fair equitable and timely way within the available resources.
- Ensure all agencies with responsibility for adaptations are working in a co-ordinated and transparent way, reducing duplication, achieving value for money, and sharing and managing financial and other risks.
- Engage people who can benefit from adaptations as equal partners, promoting self management and personalisation, in making decisions about cost effective ways to achieve independence and inclusion.

This will offer greater personalisation in the delivery of care and support services, and address the increasing demand for adaptations in the city identified in Section 1 recognising the financial challenges arising from the current economic climate.

## Housing Adaptations Strategy and Action Plan (2010 – 2013)

Strategic Theme 1 Using resources well					
Objective	Actions	Outcome	Completion date	Lead Organisation	Partner Organisation
1.1 Ensure that there is budget provision for adaptations in the future	1.1.1 Establish the total expenditure on adaptations (minor & major) in the city – to include council and RSL, Voluntary sector spend	Shared understanding of the full extent of expenditure, to understand the resource currently used & available.	2010/11	Adaptations Strategy Group	Environments and Neighbourhoods Finance/ Adaptations Agency ALMOs/ BITMO Adult Social Care Social Care Finance/ commissioning teams Children Social Care Social Care Finance/ commissioning teams
	1.1.2 Establish the levels of demand and budget requirement over next 3 years and 10 years.	Shared understanding of the expected demand and the financial provision required.	2010/11	Adaptations Strategy Group	Environments and Neighbourhoods Finance Adaptations Agency ALMOs/ BIMTO Adult Social Care Children and Young People Social Care
	1.1.3 Determine the degree to which adaptations budgets can be pooled and pool the budget, for 2011/12.	The full extent of the Council's expenditure is managed, for delivery where most needed.	Q3 2010/11- for budget cycle	Adaptations Strategy Group	Environments and Neighbourhoods ALMOs/ BIMTO Adult Social Care Children and Young People Social Care
	1.1.4 Identify the savings made through the provision of adaptations as opposed to other potentially more expensive forms of support. Consider whether any identified savings can be reinvested through an 'invest to save' approach.	A Value for Money approach to providing support within the council and with the health service. Allows the realisation or reinvestment of savings.	Annually-state the savings generated  Begin assessment in 2010/11	Adaptations Strategy Group  Detail undertaken in the Adaptations Operations Group	Adult Social Care Children and Young People Social Care Environments and Neighbourhoods ALMOs/ BIMTO  All RSLs in Leeds Supporting People Commissioning Voluntary sector organisations
	1.1.5 Work with PCT and Leeds NHS Trust to identify savings through the				

	<p>provision of adaptations.</p> <p>1.1.6 Use national and regional benchmarking information, and resource availability, to set expected levels of delivery of adaptations by area (WNW,ENE,S) and create monthly information loop to assessors on rate of activity and spend.</p>	<p>Assessors have regular meaningful information on resources used and available. Cross agency involvement in budget monitoring and control. Service providers can plan consistent flow of adaptation provision and not use delays in provision as budget management tool</p>	<p>Target numbers and control mechanisms in place for Jan 11</p>	<p>Adapts Operations Group</p>	<p>Leeds PCT</p> <p>E and N ALMOS ASC CYP SC</p>
<p>1.2 Use current resources to assist more people through adaptation provision or other forms of care &amp; support.</p>	<p>1.2.1 Reduce the average cost of an adaptation through use of standard specifications (1.10) and improvements in procurement (1.6)</p> <p>1.2.2 Review the current use of legal powers, such as Regulatory Reform Order to ensure the legislation is used effectively to across the piece.</p> <p>1.2.3 Recycle adaptations wherever feasible in the public sector.</p> <p>1.2.4 Develop a loan system for adaptations (e.g. tracking hoist model)</p> <p>1.2.5 Introduce a buy-back option for DFG adaptations, for equipment to be reused elsewhere.</p>	<p>Adaptations able to be provided to more people. Adaptation schemes meet need without being over specified.</p> <p>Opportunities are taken (eg by RRO) to offer cost effective alternatives to adaptation.</p> <p>Reduced cost of adaptation provision</p> <p>Reduced cost of meeting need in the private sector.</p>	<p>2010/11</p> <p>2010/11</p> <p>2011/12</p> <p>2011/12</p>	<p>Adaptations Operations Group – VfM sub group</p> <p>Adaptations Agency</p> <p>ALMOs &amp; BITMO</p> <p>ALMOs &amp; BITMO</p> <p>Adaptations Agency</p>	<p>Environments and Neighbourhoods ALMOs/ BIMTO Adult Social Care Children and Young People Social Care</p> <p>ALMOs/ BIMTO</p>

<p>1.3 Adaptations are provided to customers &amp; areas of demand with the greatest need</p>	<p>1.3.1 Review the priority definitions for High Medium and Low recommendations as applied by Social Care with regard to the resource provision</p> <p>1.3.2 Review the allocation of capital to each geographical area &amp; tenure group taking into account current and future demand. Redistribute financial resources in year if necessary.</p>	<p>Adaptations are prioritised on a needs and risk basis</p> <p>Each geographical area &amp; tenure group has appropriate level of resource to deliver equitable service. taking into account current and future financial constraints.</p>	<p>2010/11</p>	<p>Adaptations Operations Group</p> <p>Adaptations Strategy Group</p>	<p>Environments and Neighbourhoods Adaptations Agency ALMOs/ BIMTO</p> <p>All RSLs in Leeds Supporting People Commissioning Voluntary sector organisations</p>
<p>1.4 Decisions which impact on budgets will be considered across the piece, with any unintended consequences highlighted &amp; considered.</p>	<p>1.4.1 All significant changes to service delivery will be highlighted to partners to consider the impact of the change on other budgets. Such decisions will not be made in isolation and ignorance of the impact elsewhere. (eg S17 Children's-CYPSC, S2 Chronically Sick and Disabled Persons Act (ASC) other revenue budgets).</p> <p>1.4.2 Information from adaptation providers on commitment, spend and predicted annual spend to be shared on a regular basis including front line assessors, and used to inform service delivery</p>	<p>Decisions on service changes are taken with regard to their impact on other service areas &amp; budgets.</p> <p>All stakeholders informed of current and predicted budget position and able to take joint action to manage risk.</p>	<p>On-going</p> <p>2010/11</p>	<p>Adaptations Operations Group</p> <p>Adapts Stratgey Group Adapts Ops Group</p>	<p>Adult Social Care Children and Young People Social Care Environments and Neighbourhoods ALMOs/ BIMTO</p> <p>Financial Management</p>
<p>1.5 Maximising the use of relocation, where a reasonable offer can be made and where more cost effective than adaptation.</p>	<p>1.5.1 Develop incentive schemes for council/ RSL tenants to move either :</p> <ul style="list-style-type: none"> <li>o To appropriately adapted stock</li> <li>o To free up an adapted property if</li> </ul>	<p>Better use of adapted stock.</p>	<p>2011/12</p>	<p>Leeds City Council Strategic landlord, Adaptations Agency.</p>	<p>ALMOs/ BIMTO RSLs</p>



	<p>no longer required</p> <p>1.5.2 Maximise the use of legal powers (Housing Act 1985) to re-house customers rather than to adapt properties wherever more appropriate.</p> <p>1.5.3 Investigate the degree of meeting need in the private sector more readily by relocation than adaptation, ensuring all offers made are reasonable, in line with the legal requirement.</p>	<p>Reduced cost of meeting need.</p> <p>Reduced cost of meeting need.</p>	<p>2010/11</p> <p>2010/11</p>		
1.6 Procurement processes maximise economies of scale and value for money	<p>1.6.1 Identify current contracts and procurement timescales.</p> <p>1.6.2 Identify where joint procurements can be achieved over the short &amp; medium term.</p> <p>1.6.3 Use joint procurement as the norm across public &amp; private sectors.</p> <p>1.6.4 Consider joint procurement with RSLs</p>	<p>Greater efficiencies through joint procurement processes and from the supply chain.</p>	<p>2010/11</p> <p>2010/11</p> <p>2011/12</p> <p>2012/13</p>	<p>Adaptations Operations Group</p>	<p>Environments and Neighbourhoods ALMOs/ BIMTO Adult Social Care Children and Young People Social Care</p>
1.7 All available financial resources are known & used	<p>1.7.1 Investigate the potential for new sources of funding:</p> <ul style="list-style-type: none"> <li>• Social Impact Bonds,</li> <li>• The use of equity release models.</li> <li>• Recommission</li> </ul>	<p>Research and exploit additional funding sources</p>	<p>2011/12</p>	<p>Adaptations Agency</p> <p>Supporting People commissioning</p>	<p>Environments and Neighbourhoods Finance</p> <p>Voluntary sector agencies e.g. Care and Repair</p>

	Supporting People services				
1.8 Consistent approach to individual adaptations requiring significant expenditure.	1.8.1 Agree the criteria for managing adaptations costing over £30k in the public & private sectors.	There is consistency and equity in the city for decisions to fund complex and expensive adaptation schemes.	2010/11	Adaptations Operations Group	Adaptations Agency ALMOs/ BIMTO RSLs
1.9 Understand relationship between Fair Access to Care line of eligibility and delivery of adaptations	1.9.1 Investigate level of provision of adaptations to people above and below the line of eligibility and the relative impact achieved.	Resources are directed in line with the Council's policy to meet needs above the line of eligibility and to have effective early intervention and prevention services in place.	2010/11	Adaptations Strategy Group	Legal Services
1.10 Ensure recommendations for adaptation schemes have considered all options, including considering cost of recommended provision	1.10.1 To introduce quality assurance process for all recommended adaptations estimated to cost over £10k, to ensure the recommendation to meet need is the most cost effective solution. 1.10.2 To develop a costed menu of delivery options such as walk-in shower designs, for reference at the assessment stage.	Customer receives most appropriate and cost effective solution  Customer receives most appropriate and cost effective solution Assessors understand financial impact of their recommendations.	2010/11  2010/11	Adaptations Operations Group  ASC & Children's Services, ALMOs AA	

<b>Strategic Theme 2 Collecting and using information effectively</b>					
<b>Objective</b>	<b>Actions</b>	<b>Outcome</b>	<b>Completion date</b>	<b>Lead Organisation</b>	<b>Partner Organisations</b>
2.1 Improved performance management in delivering adaptations	<p>2.1.1 Agree new targets for the delivery of adaptations, based on the type of adaptation to be provided.</p> <p>2.1.2 Further develop benchmarking for social care and both private/ public housing providers.</p>	Targets are realistic and stretching so that performance is improved and understood by customers and stakeholders	2010/11 (Q3)	Adaptations Operations Group Performance Sub Group	Environments and Neighbourhoods Adaptations Agency ALMOs/ BIMTO Adult Social Care Disability Services Children and Young People Social Care Disability Services
2.2 Improved understanding on adapted stock to maximise its use to meet need.	<p>2.2.1 Improve the IT systems so that more detailed information is held on both stock that is adapted (Council/ RSL/ private sector) and people that require adaptations.</p> <ul style="list-style-type: none"> <li>○ Assess how IT systems can be improved</li> <li>○ Develop business case for enhancements</li> </ul>	Make better use of housing stock that is adapted to reduce costs and allow more people to be assisted.	2011/12	Environment and Neighbourhoods Strategic Landlord/ ICT	ALMOs/ BIMTO RSLs END Adaptations Agency
2.3 To understand customer preferences more clearly and accommodate these in our processes.	2.3.1 Survey customers to establish the reasons why their application for an adaptation did not eventually result in an adaptation.	Reduced unproductive work which is inefficient and costly, with no outcome for the customer.	2010/11	Adaptations Agency	Environments and Neighbourhoods Adaptations Agency ALMOs/ BIMTO

<p>2.4 To provide the information to meet need by ensuring a range of housing solutions are explored.</p>	<p>2.4.1 Amend the initial assessment process to understand the housing need of the individual. Ensure the customer has all available options presented to them at the time of application in a format that they understand. Agree what the best solution is, which may not be via an adaptation.</p>	<p>Early clarification and agreement on the best option to meet need in all cases.</p>	<p>2010/11</p>	<p>Adult Social Care Disability Services Children and Young People Social Care Disability Services</p>	<p>Environments and Neighbourhoods Adaptations Agency ALMOs/ BIMTO</p>
<p>2.5 The minor adaptations service is responsive to customer needs and gives value for money.</p>	<p>2.5.1 Introduce a performance management process for minor adaptations in both private and public sector</p>	<p>To understand the customer experience and demand for minor adaptations and ensure the service is efficient and responsive.</p>	<p>2010/11</p>	<p>ALMOS Adult Social Care Children's Social Care</p>	<p>Environments and Neighbourhoods Strategic Landlord group ALMOs/ BIMTO</p>

<b>Strategic Theme 3 Providing a good customer experience</b>					
<b>Objective</b>	<b>Action</b>	<b>Outcome</b>	<b>Completion date</b>	<b>Lead Organisation</b>	<b>Partner Organisations</b>
3.1 Information, advice for customers is readily available, provided when needed and simple to understand	3.1.1 Provide one single point of entry for customers with a housing need.	Easier access to the right place for help.	2010/11	Adaptations Operations Group – Customer sub group	Environments and Neighbourhoods Adaptations Agency ALMOs/ BIMTO Adult Social Care Disability Services Children and Young People Social Care Disability Services
	3.1.2 Each provider to regularly review its customer information, both written and on line.	Better informed customers, resulting in informed decisions.	Annual, from 2010/11		
	3.1.3 Promote early engagement with services, to allow a preventative approach rather than more complex adaptation solutions when the customers needs have increased.	Early engagement between future customers and services, reducing the need for rapid, unplanned responses by services.	2012/13		
3.2 The right solutions are reached, in agreement with customers.	3.2.1 Review the information we currently provide on the options available to customers throughout the assessment process. Ensure this review includes customers.	Clear comprehensive information provided to customers to best enable them to make decisions and participate fully in the determination of meeting their need.	2010/11	ALMOs/ BIMTO Adaptations Agency	Adult Social Care Disability Services Children and Young People Social Care Disability Services
	3.2.2 Develop a Personal Housing Plan approach to enable a range of solutions to meet the customers' housing needs to be considered, which may not involve an adaptation at all.	More appropriate housing solutions for more people.	2010/11	Adult Social Care Disability Services Children and Young People Social Care Disability Services Environment and Neighbourhoods	Adaptations Agency ALMOs/ BIMTO

3.3 Provide a service that is forward thinking, which encourages customers to plan well to address their future needs.	3.3.1 Explore the opportunities for a greater focus on prevention, working with NHS Leeds.	Encourage citizens to plan for their housing needs in old age in a planned, rather than reactive way.	2011/12	Adult Social Care Disability Services	Public Health Voluntary Sector Area Health and Wellbeing Leads
3.4 Adaptations are managed and delivered consistently, to at least an agreed minimum standard.	3.4.1 To develop a consistent assessment and delivery process in the city – through council, RSL and voluntary sector provision.	Customers receive a consistent and fair service regardless of tenures, geography.	2011/12	Adaptations Operations Group	Adult Social Care Disability Services Children and Young People Social Care Disability Services Environments and Neighbourhoods Adaptations Agency ALMOs/ BIMTO
3.5 Provide customer choice and control through the adaptation service.	3.5.1 Assess the scope for introducing increased personalisation within the process for those customers who wish to have greater control and involvement in how their assessed resource is spent. 3.5.2 Ensure continued awareness of “Right to Control” Trailblazer sites and prepare to be able to implement outcomes	Ensure that customers have both choice and control in the delivery of adaptations.  Enable customers to hold a personal budget to arrange their own adaptation.	2011/12  2012/13		Environments and Neighbourhoods Adaptations Agency ALMOs/ BIMTO Adult Social Care Disability Services Children and Young People Social Care Disability Services

<b>Strategic Theme 4 Working positively with partners</b>					
<b>Objective</b>	<b>Actions</b>	<b>Outcome</b>	<b>Completion date</b>	<b>Lead Organisation</b>	<b>Partner Organisations</b>
4.1 The adaptations service meets the needs of disabled children who require adaptations and takes into account their needs going into adulthood.	<p>4.1.1 Improve understanding of adaptations providers of impact of inadequate/inaccessible housing on lives of disabled children and families</p> <p>4.1.1 Improve contribution of adaptations services towards the transition process from Child to Adult social care for families.</p>	<p>Adaptations for disabled children take account of family's needs and plan, as far as possible, for the future</p> <p>Ensure there is a smooth transition for young people between Children and Young People Social Care and Adult Social Care.</p>	2011/12	Adult Social Care Disability Services Children's and Young People's Social care	ALMOs/ BITMO RSLs Environment and Neighbourhood Adaptations agency
4.2 Leads to be an excellent provider of adaptations services.	<p>4.2.1 Providers to communicate new initiatives and review current processes openly with each other.</p> <p>4.2.2 Best practice to be sought out nationally, from other providers.</p> <p>4.2.3 Practice guidance for assessors to be reviewed by all stakeholders before adopting cross-agency.</p> <p>4.2.4 An annual multi agency session on new initiatives and developments will be arranged.</p>	Best practice and knowledge is openly shared amongst all providers	2011/12	Adaptations Operations Group	ALMOs/ BITMO RSLs Environment and Neighbourhood Adaptations agency, Supporting People, Strategic Landlord RSLs Voluntary sector

Strategic Theme 5      Creating effective governance structures					
Objective	Actions	Outcome	Completion date	Lead Organisation	Partner Organisations
5.1 The adaptation service has strong and effective leadership.	<p>5.1.1 The provision of adaptations is led by a Strategic Director</p> <p>5.1.2 There is an effective, inter-agency Steering Group overseeing implementation of this program.</p> <p>5.1.3 An Operational group is in place with the necessary membership to deliver the required actions with a reporting mechanism to the Strategy Group</p>	Clear leadership exists with effective accountability and responsibility for service strategy and delivery.	2010/11 (Q1)	<p>To be confirmed</p> <p>To be confirmed</p> <p>To be confirmed</p>	<p>Dependent upon lead organisation</p> <p>Dependent upon lead organisation</p> <p>Dependent upon lead organisation</p>
5.2 To ensure line management arrangements are optimum for co-ordinated assessment and delivery of adaptations.	5.2.1 Review line management structures to maximise the cohesive working of as many elements of the adaptations processes as possible.	Provide adaptation service that avoids operational duplication or fragmentation	2010/11	To be confirmed	Dependent upon lead organisation