

Originator: Pn Marrington

Tel: 0113 3951151

### Report of the Head of Scrutiny and Member Development

**Scrutiny Board (Adult Social Care)** 

Date: 15 December 2010

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 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 17 June 2009 and presented to the Executive Board on 26 August 2009, 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. The Adult Social Care Scrutiny Board last reviewed progress against recommendations at its board meeting in September 2010.

- 1.5 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.
- 1.6 This report shows progress against outstanding recommendations arising from the Major Adaptations for Disabled Adults inquiry.

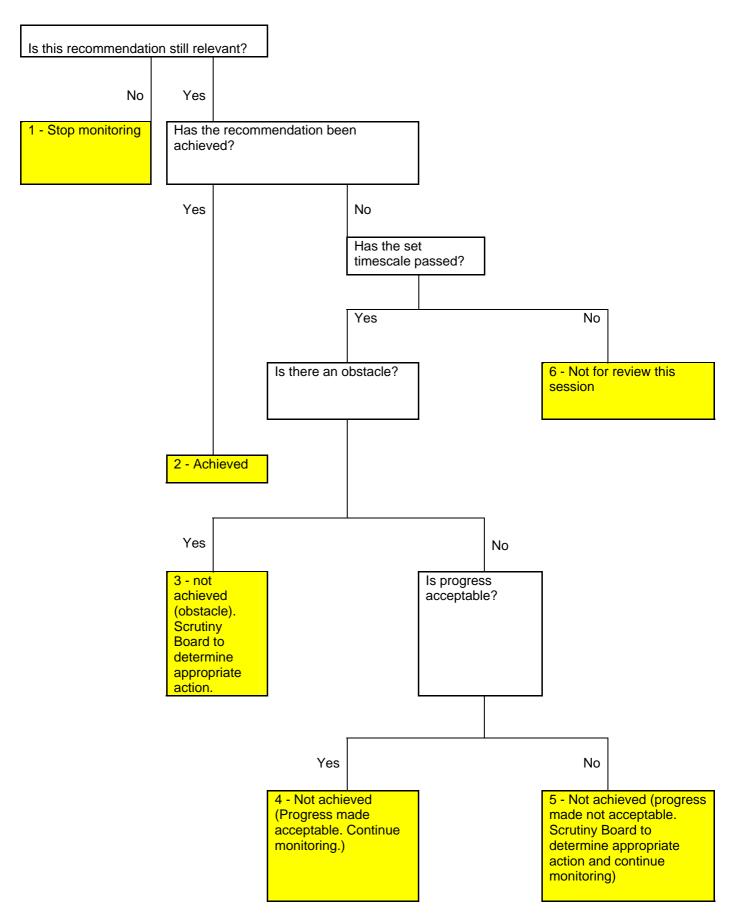
#### 2.0 Recommendations

- 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 2010)

## 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
Recommendation 1 – Before 31 <sup>st</sup> 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.	This recommendation was agreed  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.  Progress:  December 2009  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 A number of meetings have been held which have focussed on getting a better understanding of the	4	

current procurement arrangements across organisations; reviewing 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, although 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.

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 agent 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.

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 which meets customer expectations through engagement with the Equipment User Group.

#### September 2010

A Value for Money Working Group involving the ALMOs, BITMO and the Adaptations Agency was established as a sub group of the Adaptations Operational Group in June 2009. A number of meetings have been held which have focussed on getting a better understanding of the current procurement arrangements across organisations; reviewing 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. The Group has concluded this initial work, and opportunities for cost savings and improved value for money have been identified and implemented in some cases, although 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. The Group has reported on progress made to the Adaptations Operations Group. Work has also been undertaken with assistance from Corporate Procurement Unit to review current arrangements for commissioning works in private houses, where the Council acts as agent for the home owner. A number of current working arrangements, such as a review of primary contractors recommended for work in private homes and the commissioning of stair lifts, has been concluded with some significant cost savings realised. Temporary external ramps will be subject to review over coming months with the potential for further cost savings and/or improved value for money through economy of scale.		
	December 2010  The current arrangements for the installation of external temporary ramps comes to an end on 31March 2011. New arrangements from		
	1st April 2011 are currently being developed to meet this deadline.  The potential for future economies through joint procurement will be		
Recommendation 2 – The Directors of all adaptations providers establish a	pursued as highlighted in the Strategy Action Plan.  This recommendation was partly agreed	4	
consistent standard for all non complex major adaptations regardless of tenure before the 1 April 2010.	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 exceed the minimum specified		

standard.

Whilst it is fully agreed there needs to be a consistent minimum standard for all non complex adaptations, it is equally important that 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 advise that there are inconsistencies, mainly in the cosmetic elements of the adaptation schemes between ALMOs and between public and private sector providers. These largely relate to the quality of finishing, rather than a different specification. If a standard finish were to be introduced, this would reduce both customer satisfaction and choice.

## **Progress:**

#### December 2009

As explained in progress on Recommendation 1 above, the Value For Money working group is also seeking to establish an agreed minimum specification for high volume standard works, such as complete wet floor shower installation.

The group is 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.

## September 2010

As explained in progress on Recommendation 1 above, the Value For Money working group has reviewed and agreed a minimum specification for high volume standard works, namely wet floor shower installations. A price comparison of building supplies has also identified some variations which have enabled negotiations with main suppliers to secure additional price reductions.

	Current work is focussed on a re-evaluation of the Assessment of Need relating to bathing facilities, to identify where alternative, less costly adaptations, rather than a complete wet floor shower installation can fully meet need and customer expectations.  December 2010  New revised guidance on the provision of bathing facilities whilst still meeting housing needs have been adopted with effect from 1 October 2010. A review of cost savings will be undertaken over the coming months.		
<ul> <li>Recommendation 3 –</li> <li>a) Local more rigorous and challenging cross tenure targets should be implemented with effect from 1 April 2010.</li> <li>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 terms of waiting times for both public and private owner occupiers.</li> </ul>	This recommendation was partly agreed  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 attributed to legislation setting out different processes according to the tenure of the property. Where an adaptation is proposed for an owner occupier, the process for delivery requires a means tested assessment. Such an 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. It is, however, fully accepted that all services should clearly set out, publish and publicise response timescales widely.	2	Yes – stop monitoring
	Progress: <u>December 2009</u> 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 means 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).

The target for Children and Young People's Social Care is linked to the Children's Common Assessment Framework.

Assuming that recommendations for Children's adaptations are 10% of total recommendations, an overall target for Social Care of 57 days, (a reduction of 24 days on overall time), is created. This target applies across tenures.

Given the current performance, which stands at 48 days at the 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.

In January 2010 a time limited task group will be established to examine cross tenure performance targets for delivery of adaptations.

#### September 2010

The achievement of challenging targets depends on the available resource provision. Targets for the social care assessment for both children and adults were equalised to 57 days in 2009, a reduction of 24 days on overall time. To alleviate the budget pressure and improve performance, Executive Board in July provided an additional £1m to assist with the backlog of adaptations in the council housing sector. Furthermore, the Adaptations Strategy seeks to ensure that value for money, if maximised from the available resources through greater controls, standardisation and greater partnership working between teams in the council, increases the speed of delivery A current example in the private sector is that recycled stair lifts will now be provided with an annual savings of £200,000, which can be used for additional adaptations.

	December 2010		
	The contract for the additional work has been procured and is waiting for formal sign off.		
Recommendation 4 – That the Directors of all adaptation providers make the necessary arrangements to advise customers consistently of the approximate adaptation delivery time, once their needs have been assessed.	This recommendation was agreed  All Directors agree with this recommendation and advise that the Adaptations Customer Relations group, a sub group of the Adaptations Operations Group, will ensure implementation.	2	Yes – stop monitoring
	Progress: <u>December 2009</u> 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.		
	Customer Relations Group to consider methods to quality assure this process.		
	September 2010 Each adaptation provider advises customers of the expected adaptation delivery timescales.		
	December 2010		
	Ongoing process of information provided to customers, no further action required.		
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	This recommendation was agreed  a) The Adaptations Operation Group will be responsible for ensuring the delivery of this recommendation. This will include provision, distribution and updating of leaflets containing detailed information about the process of applying for an adaptation, and the timescales	2	Yes – stop monitoring

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 for each element of the application process.

b) Occupational Therapists have been involved in the training of Westgate customer service staff. Advice to customers will be further improved by giving them appropriate information to make an informed choice about the means test at an earlier stage, enabling owner occupiers to decide whether to proceed.

## **Progress:**

## December 2009

- 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 displayed in sheltered housing schemes, libraries, and GP surgeries. All ALMOs have undertaken periodic checks to ensure that the correct stationery is displayed, although a more rigorous process is required. This will be developed in early 2010.
- b) Adult Social Care is to find 3 Team Managers in Westgate to provide Customer Service staff with immediate advice and information when dealing with Adult Social Care related queries from January 2010. 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 to adaptation enquiries at first point of contact.

Children's Social Care already has a Team Manager at Westgate with access the specialist knowledge of the Disability Team manager on adaptation issues.

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.

	September 2010 a) An audit of where Social Care (Adults and Children) ALMOs, BITMO and Adaptations Agency display customer literature or promotional material has been undertaken. From this audit, it became clear that there were several different contact points where customers may request an adaptation. Therefore, all initial enquires regarding adaptations should be directed through the contract centre. As a result of this, an assessment will be undertaken and advice given. To support this, a new leaflet and accompanying poster has been produced to direct customers through either the Adult or Child social care phone lines. These will be displayed at all key council/ ALMO/ health service access points.  December 2010 b) To improve the training of front line staff in the contract centre, one stop centres and housing offices, 'Frequently Asked Questions' have been developed to respond to enquires regarding the adaptation service.		
Recommendation 6 – Within the next 6 months the Directors with responsibility for the delivery of adaptations 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.	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 appraise this recommendation further, including development of a possible business case for any potential post, is a task that will be overseen by the Adaptations Operations Group.	1	Stop Monitoring

## **Progress:**

### December 2009

In response to recognised issues of the potential for cases to stall unnecessarily, a process known as Housing Options was introduced 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 May 2009, 16 families have used the Housing Options process, and 14 cases are still in the 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.

Since May 2009 there have been 15 complaints and representations received by Social Care regarding the delivery of major adaptations by the council. None of these were issues that would have been managed better by use of Housing Options. The Complaints Office also received 7 contacts that were new referrals and one of these, where a family had adaptations but wanted to consider rehousing, was immediately referred into the Housing Options process

The ALMOs and Adaptations Agency report that they have not received any complaints that should have been within the Housing Options process.

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.

## September 2010

Since the introduction of the Housing options for disabled people in May 2009, there have been 19 cases. So far in 2010/11, there have been 8. A review of this process was undertaken in March this year. The key conclusions were that the introduction of the process has increased communication between agencies dealing with cases, and

	resulted in improved customer liaison.		
	As a result of the number of cases that have been assessed through this process, it was felt that there is not a business case to have a dedicated co-ordinator as this can be delivered the team responsible for the case.		
	December 2010		
	Continue to monitor progress of Housing Options on quarterly basis.		
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 contained in this report.	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 could provide a vehicle for the strategy to be delivered.  Progress:  December 2009  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	2 – Strategy to be presented to the Board Dec 2010	
	December 2009 to progress this recommendation.  September 2010  Production of the strategy has been signed off by Environments and Neighbourhoods / Adult Social Care and Children and Young People Social Care SMTs, as well as being approved by the Adaptation Strategy Group which also involves all ALMOs/ BITMO. Input is currently being sought from the Executive Board Members for Adult		

Health and Social Care and Neighbourhoods and Housing. The strategy is due to be presented to Adult Social Care Scrutiny Board in December 2010.

The Housing Adaptation Strategy has been developed for 2010 - 13. The 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 coordinated 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.

The strategy has been developed over the past six months by a core group of officers from within Adult Social Care and Environment and Neighbourhoods. It has been overseen by the Adaptations Strategy Group, chaired by the Chief Officer for Access and Inclusion in Adult Social Care. All ALMOs/ BITMO and Health and Environmental Services, Strategic Landlord and Children and Young People Social Care were represented. In April there was a major consultation event involving the all relevant teams in the council and other key stakeholders such as Care and Repair.

## December 2010

Scrutiny Board sign off for the Adaptations Strategy 2010 – 2013 planned 15 December 2010.

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.

This recommendation was partly agreed

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 are varied, leading to particular difficulty in anticipating demand for specific units, and therefore a specific amount for future budget allocations.

## **Progress:**

#### December 2009

The Adaptations Strategy Group, arranged for 11 December 2009, will begin 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.

### September 2010

Since the publication of this Scrutiny Enquiry, the national fiscal picture has significantly changed, and it is unlikely that the Comprehensive Spending Review in October 2010 will provide additional money for Disabled Feasibility Grant. However, Executive Board have recognised the need for additional funding for adaptations, and in July provided an additional £1m to the ALMOs/

4 – Board to review impact of CSR in Dec 2010 BITMO to deliver additional adaptations to those currently assessed as having an adaptation need. Furthermore, Officers are looking to create efficiencies so that greater value for money is provided. ALMOs are currently tendering for new adaptation providers which will create greater efficiencies; the use of recycled stair lifts, external rather than permanent ramps could save £300k per annum.

#### December 2010

Partners continuing to improve efficiencies aligned with cost savings. The contract for the additional work has been procured and is waiting for formal sign off.

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.

This recommendation is agreed

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 embraces the Lifetime Homes Standard at various levels. 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. SPDs 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.

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Recommendation 10 – a) The Directors of all adaptation	Progress:  December 2009  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 ongoing development of the Core Strategy leading to the publication of the final document in Autumn 2010. Public examination and adoption is anticipated in 2011.  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.  December 2010  Supplementary Planning Document internal and external consultation completed in September 2010. Analysis of comments is currently being undertaken, with a view to adopting the SPD in the new year.  This recommendation was agreed	2	Provision of
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,	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		quarterly performance reports to continue.
collated and reported. b) The provision of quarterly cross tenure adaptation assessment and delivery performance reports to the Adult	particular the performance on completion times.  Progress: December 2009		

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.

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 11 December 2009.

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.

b) Following approval of the Directors response to the Scrutiny Boards Adaptations Report at Executive Board on 26 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, 2009/10

## September 2010

- a) From April 2010 a new performance reporting system was implemented. The drivers were to simplify the performance reporting process, to be able to gain cross tenure comparison more accurately, and to gather an increased amount of data on the process so that each case can be tracked more effectively. The new regime reports the percentage of adaptations that have been completed within timescale. In July 2010 Adult Social Care Scrutiny Board received a report showing the percentage of adaptations that were achieved within the target times for 2009/10 quarter 4.
  - b) For 2009 / 10 (and 10/11 to date) there have been no Local Government Ombudsman investigations relating to the adaptation service in Leeds.

April 2010. N	eporting on the new agreed reporting system as of 1 d year performance report will be submitted to scrutiny aptations Strategy and Operational Groups in December		
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