

<b>Executive Director Children, Adults, Families, Health and Education</b>	<b>Ref No: OKD12 (18/19)</b>
<b>October 2018</b>	<b>Key Decision: Yes</b>
<b>Pilot of Minor Adaptations and Deep Clean Services for eligible West Sussex Residents with Disabilities</b>	<b>Part I</b>
<b>Report by Interim Director Adult Services and Head of Integrated Adult Care Commissioning</b>	<b>Electoral Division(s): All</b>
<p><b>Summary</b></p> <p>It is proposed that West Sussex County Council (WSCC) sources and manages a countywide minor adaptations service and a countywide deep cleans service for West Sussex residents with disabilities as part of a 2 year pilot. The services will be planned jointly with the West Sussex District and Borough Councils (Ds and Bs), who will fund all the expenditure from their Disabled Facilities Grants (DFGs) allocations to a total of £300,000 per annum for a period of 2 years. This will include the option for additional funding from Ds and Bs DFG funds if demand requires.</p>	
<p><b>West Sussex Plan: Policy Impact and Context</b></p> <p>Through the pilot more disabled people will be able to access DFGs, enabling them to live in their own homes independently and with dignity. This is in line with WSCC priorities of Independence for Later Life and a Council that works for the Community.</p>	
<p><b>Financial Impact</b></p> <p>The Ds and Bs have agreed to provide initial funding of £600,000, over a 2 year period, from their DFG allocations for the countywide minor adaptations service and countywide deep clean service. WSCC will be the host partner for the joint funding for the duration of the pilot providing officer resource for administrative tasks, but will not contribute any funding to the pilot.</p>	
<p><b>Recommendation</b></p> <p>The Executive Director Children’s, Adults, Families, Health and Education is asked to agree to WSCC sourcing and managing service contracts, funded through DFG, to enable the delivery of a joint WSCC, D and B and Clinical Commissioning Group (CCG) two-year pilot of a minor adaptations service and a deep clean service for West Sussex residents with disabilities. The pilot will operate for 2 years from 5th November 2018.</p>	

# **PROPOSAL**

## **1. Background and Context**

- 1.1 DFGs are for the provision of adaptations to disabled people's homes to help them to live independently for longer. In 2015-16 DFG funding, formerly paid directly to Ds and Bs by the Ministry for Housing, Communities and Local Government (MHCLG), was included within the Better Care Fund (BCF). This was to encourage areas to think strategically about the use of adaptations to support people in their own homes and to take a joined up approach across health, social care and housing.
- 1.2 As set out in BCF guidance, unless otherwise agreed with Ds and Bs, DFG has to be passed directly to Ds and Bs in its entirety. WSCC, as BCF lead commissioner, has been doing this through local grant conditions that were in line with national DFG and BCF determination requirements.
- 1.3 WSCC has been working jointly with the Ds and Bs, and the CCGs, to develop DFG practice, systems and process and to introduce broader, more flexible arrangements for the use of the DFG, to support people to remain independent in their own homes for longer through improving their home environment. A DFG can currently be used to fund minor adaptations and deep cleans. However the process can be time consuming and overly bureaucratic for such small works. As such it does not represent an efficient use of Ds and Bs or WSCC resources. It can also mean that customers have to wait for minor adaptations and/or a deep clean that may, for example, delay their discharge from hospital or may mean customer health, safety and wellbeing risks are not mitigated in a timely manner. Lack of timely provision can lead to missed opportunities to provide preventative solutions and lead to the need for more costly ongoing health, care or housing solutions.
- 1.4 The next phase of the work includes bringing working practices closer together and WSCC, Ds and Bs and CCG Chief Executives have agreed a proposal to pool resources and single process for minor adaptations and deep cleans for residents with disabilities. Details about the services, including numbers and costs will be reported to the DFG Steering Group and West Sussex Adaptations Working Group through a new County Adaptations Manager who is employed and hosted by Chichester District Council.

## **2. Proposal Details**

- 2.1 WSCC, Ds and Bs and CCGs officers have agreed a proposal for the top slicing of the BCF funded DFG to facilitate a 2 year pilot to provide a countywide minor adaptations service and a countywide deep clean service as part of the development of a new DFG Operating Model.
- 2.2 The aims of the proposal are;
  - A countywide approach,
  - Managed by County Adaptations Manager employed by Chichester District Council on behalf of the Ds and Bs,
  - Non-means tested,
  - Simple, faster referral process through current WSCC arrangements,
  - Increased customer numbers and therefore more DFG spent,

- Quicker hospital discharge,
  - Prevent, reduce or delay the need for more intensive social care support and
  - Overall improved outcomes for customers with disabilities to allow them to live independently at home.
- 2.3 WSCC has been tasked by the DFG steering group, a multi-agency group with representatives from WSCC, the Ds and Bs and the CCGs, to develop, host and manage this new arrangement. The steering group has a strategic role with overall management of the DFG to approve key decisions. The chair of the steering group is Chief Executive of Chichester District Council.
- Sourcing delivery services
- 2.4 Following advice from the WSCC legal and procurement teams, the proposal is to utilise existing contracts or developing frameworks to deliver the services starting on 5th November 2018 for the period of the 2 year pilot.
- 2.5 It is proposed that an existing contract within WSCC facilities management will deliver the deep clean service, without any variation to the current contract.
- 2.6 It is proposed to incorporate the minor adaptations service into a new facilities management buildings maintenance procurement that is starting shortly and anticipated to establish a framework of providers from April 2019. Prior to April 2019, it is proposed that the existing facilities management buildings maintenance arrangements are used.
- 2.7 Both proposals for sourcing the minor adaptations service and deep clean service have been agreed with procurement and facilities management. Discussions are now being held with the relevant contract managers to develop a process for referral and set out requirements that will deliver appropriate monitoring and reporting processes for the DFG funded service.
- 2.8 Under the sourcing arrangements set out above, it is anticipated that referrals for minor adaptations and deep cleans will start 5<sup>th</sup> November 2018.

#### Process and practice

- 2.9 A working group, including social workers, occupational therapists, Adult Social Care Improvement and Quality Team, WSCC finance and a representative of the Ds and Bs, is developing the processes for managing referral to both services. It is anticipated that this will be agreed for comment by the DFG Steering Group by early September.
- 2.10 The process and guidance will be communicated to prescribers, including social workers, occupational therapists and Ds and Bs staff when complete.

#### Performance and monitoring

- 2.11 Performance and monitoring will partly be through the existing facilities management contracts through KPIs relating to the whole delivery of the contract although there is scope to add performance indicators into the new facilities management buildings framework procurement.

- 2.12 It is required that for minor adaptations a one week return of quotes and then a further two weeks from agreement of quote to completion of works will be set. The same timescales will be set for deep cleans, although a provision for emergency deep cleans, particularly to support hospital discharge, is in place.
- 2.13 A County Adaptations Manager (CAM) has been recruited to support the DFG steering group with its wider remit to increase the efficiency and effectiveness of DFGs. The CAM has been appointed on behalf of the Ds and Bs and hosted by Chichester District Council. It is expected that the CAM will manage the monitoring and reporting of the minor adaptations and deep clean services when they come into post on 5<sup>th</sup> November 2018. Until that time, if necessary, the Operations Manager, Independent Living Services, will undertake this function.

## **FACTORS TAKEN INTO ACCOUNT**

### **3. Consultation**

- 3.1 All West Sussex Chief Executives, following a report by the DFG Steering Group considered and supported the proposal in April 2018.
- 3.2 The Cabinet Member for Adults and Health was briefed on the proposals at a meeting with Martin Parker, Head of Integrated Adult Care Commissioning, on 20<sup>th</sup> August 2018.
- 3.3 The DFG Steering Group and West Sussex adaptations working group, both have representatives from WSCC, Ds and Bs and CCGs and have been involved in developing the strategic and operational approach.

### **4. Financial (revenue and capital) and Resource Implications**

#### 4.1

	Current Year 2018/19 £m	Year 2 2019/20 £m	Year 3 2020/21 £m	Year 4 2021/22 £m
Revenue budget	Nil	Nil	N/A	N/A
Change from Proposal	Nil	Nil	N/A	N/A
Remaining budget	Nil	Nil	N/A	N/A

There are no direct revenue implications for WSCC. All of the proposed initial budget of £600,000 over the 2 year pilot period will be funded by the Ds and Bs from their DFG allocations. WSCC has been asked to host and manage the on-going service provision, which will be provided through adult services commissioning and the Independent Living Service contracts team at no additional cost. There is no capital funding consequences for WSCC through this proposal.

- 4.2 BCF DFG funding has been agreed until 2019/20, although there is an expectation that BCF and DFG funding will be continued beyond then as it has been increased year on year since 2014-15. The total BCF DFG allocation for 2018/19 is £7.69m.
- 4.4 As part of the annual local grant conditions, WSCC has already retained £300k of BCF DFG funding in 2018/19 for one year of the pilot. The funding for the 2 year pilot is not restricted to the financial year of the DFG funding.
- 4.5 As this type of service has not been provided in the same way previously, it has been difficult to estimate a budget for its two component parts. Based on the limited information available and the experience of officers involved in the DFG process, £250,000 has nominally been allocated for the minor adaptations Service and £50,000 has been allocated for the deep clean service. However these budgets will be able to be vired across each other depending on demand for each particular service. It is expected that no more than a total of £300,000 will be spent in each year (see also 4.8). The DFG Steering Group will make any decisions about the virement of budget depending on the uptake of the services.
- 4.6 The maximum spend on individual minor adaptations through the pilot will be £1,000 and £1,500 on deep cleans. The decision on the limits for these services ensures that they can be offered without means testing and that customers will not have to go through a full DFG application. There has been a gap in the system to deliver these low cost services and the overall DFG budget has been underspent. If the proposed work exceeds the maximum values above then an application for a full DFG will be required to be made and processed by Ds and Bs accordingly.
- 4.7 The spend on minor adaptations and deep cleans will be collated and reported to the West Sussex adaptations working group on a monthly basis and the DFG steering group on a quarterly basis, to enable the group to make proactive early decisions about the treatment of any potential under or over spends.
- 4.8 The treatment of underspends and overspends will be set out in the MoU. It is proposed that WSCC will retain any underspends for the length of the pilot when they will be distributed back to the Ds and Bs on a pro-rata basis according to current distribution of the DFG funds to Ds and Bs. It is proposed that the Memorandum of Understanding includes a clause that will enable WSCC to approach the Ds and Bs for further funding, on the same pro-rata basis, if a potential overspend is predicted. WSCC will not fund minor adaptations or deep cleans beyond the agreed BCF DFG funding.
- 4.9 It is anticipated that by completing minor adaptations and deep cleans in a more timely, efficient way, there will be 'preventative' savings through people who receive such support not requiring either short term health or social care funded support whilst they await works and/or requiring more intensive longer term health and social care services. Both these outcomes will be measured and tested during the pilot.
- 4.10 The setting up and implementing of the proposal is taking officer resource and will continue to do so until at least November 2018 when the services

will be set up and running. This has included commissioning, social worker and occupational therapist, procurement, legal, contracts and finance time to set up the processes and systems and to secure the sourcing of the new services.

- 4.11 The new CAM will manage the on-going monitoring and performance of the service. There will be an on-going requirement for officer resource to accept referrals and administer the provision of service provider, set up purchase orders and goods receipt and collect and collate the raw performance and financial data for both services. This will be delivered through the Independent Living Service.

## **5. Legal Implications**

- 5.1 A Memorandum of Understanding (MoU) will be established between WSCC and the Ds and Bs setting out the basis for the relationship for the pilot and the form of agreement to deliver the minor adaptations and deep clean services pilot as set out in this proposal. A separate document, Policy and Practice Guidance, will include details of the arrangements for referring to the service, financial process and performance monitoring.

## **6. Risk Assessment Implications and Mitigations**

### Risk that the proposal will not deliver the objectives

- 6.1 The risk that the proposal will not deliver the objective is considered to be low because:
- The proposal is for a pilot and this will be monitored to ensure more efficient and effective delivery of services and that objectives are delivered.
  - The proposal has been developed through Chief Executive discussion, and the close joint working of WSCC, Ds and Bs and CCGs through the DFG Steering Group and West Sussex Adaptations Working Group.

### Legal risk

- 6.2 Legal risk is considered to be low because:
- It has been possible to identify current and new contracts within WSCC that will support the two services. It is considered that this will be without detriment to those contracts as volumes will be comparatively low and not impact on current capacity or the requirement for any changes in those contractual arrangements.
  - A MoU will be agreed with all Ds and Bs prior to referrals being taken to the new services.

### Economic risk

- 6.3 Financial risk is considered to be low because:
- The first year's funding is already within WSCC, having been top-sliced from the DFG funding to Ds and Bs.
  - The fund is separate from WSCC finances and will only be used for the deep clean and minor adaptations services.
  - A clear financial threshold has been identified for this project and will be monitored to ensure it is sufficient, with the option for further funding from the Ds and Bs to be included within the MoU with all parties' agreement.

Technical risk

6.4 Technical risk is considered to be low because:

- The referral and other processes and systems have been developed, and will be continually reviewed through the pilot, by the West Sussex Adaptations Working Group, a group of operational officers and managers from WSCC and Ds and Bs.

**7. Other Options Considered**

7.1 The proposal for a separate minor adaptations service and deep clean service, hosted and managed through WSCC has been agreed as a proposal by Chief Executives following a review of the current service.

7.2 The other sourcing option considered was to procure both services separately, however this was discounted as it was felt that this would incur additional costs of procurement and delay the introduction of the services. In addition it is not anticipated that there would be sufficient competition or appetite in the market if a separate procurement was undertaken for each of the services as the pilot period is only for 2 years, demand for services is not anticipated to be high volume for a countywide service for a single provider and there would be low economic opportunities with the relatively low level of funding available for the pilot.

**8. Equality and Human Rights Assessment**

8.1 It is considered that the proposal to provide a single countywide minor adaptations service and a single countywide deep clean service will deliver equality of opportunity for people with disabilities across West Sussex and will support people with disabilities to receive more timely and personal services, therefore having a positive impact on people with that characteristic and advance equality of opportunity for that group. Improved access to the services will also help to eliminate unlawful discrimination and improve the health and wellbeing of people with disabilities.

**9. Social Value and Sustainability Assessment**

9.1 The pilot will seek to improve the capacity we have to provide DFGs to people with disabilities in West Sussex to remain living independently in their own home. By developing a more effective and efficient process people will not have to wait for adaptations thereby giving people the opportunity to improve their health and wellbeing and build social capital at an earlier stage.

**10. Crime and Disorder Reduction Assessment**

None

**Contact Officer:** Sue Tivey, Senior Contracts Officer, Adults' Services  
033022 24145

**Appendices**

None

**Background papers**

None