



Llywodraeth Cymru
Welsh Government

High-level analysis of data on housing adaptations 2018-19

December 2019

Executive Summary

- Housing Adaptations help people to live safely and as independently as possible in their own home.
- Information is routinely collected by the Welsh Government on housing adaptations delivered through the programme. This report summarises the findings of an independent analysis of data by Practice Solutions Ltd. and Data Cymru. The data covers the period 1 April 2018 to 31 March 2019.
- Returns were received by the Welsh Government from all 13 Care & Repair agencies, from 19 local authorities, and 17 housing associations.
- The dataset for 2018-19 contains approximately 39,000 records. This compares with 21,000 in the first data collection exercise in 2016-17; an increase of 85%.
- There has been a marked improvement in the quality of data collected but further improvement is needed. In 2018-19, 22% of the records received were removed as duplicates or because they fell outside the collection period compared with 57% in 2016-17.
- Progress on the coverage and quality of data is encouraging. However, data has not been provided by all local authorities and housing associations. As a result, it is not possible to provide a comprehensive report on the support delivered by this national programme.
- There is scope for further development to minimise errors in inputting or transferring data to the electronic data collection form used for submission to the Welsh Government. This would further improve data quality.
- The total number of adaptations recorded in 2018-19 was 30,235.
- Two out of three of all adaptations recorded (66%) were delivered by Care & Repair agencies. Local authorities delivered 28% and housing associations 6%.
- Of the 19,744 adaptations delivered by local Care & Repair agencies, 18,884 (96%) cost £500 or less.
- Local authorities undertook 391 adaptations costing £10,000 or more, out of a total of 468 for all providers.

- Although some adaptations are delivered quicker and some take longer, it typically takes 9 days to deliver a small adaptation, 121 days for a medium-sized adaptation and 280 days for a large adaptation. These figures are the median or “middle value” values of the data. This is a better indicator than mean average, which can be skewed by a proportion of adaptations with much longer delivery times.
- The typical average cost for a small adaptation is £105. It is £4,631 for a medium-sized adaptation and £12,731 for a large adaptation.
- Approximately one third of all adaptations recorded in 2018-19 (35%) were supported by funding from the Rapid Response Adaptations Programme and a similar proportion (36%) by local authorities. The additional funding provided by the Welsh Government through the ENABLE funding programme helped a further 5,356 people to receive adaptations.
- In just under one in ten cases, the adaptation was reported to have enabled the recipient to be discharged from hospital.
- The most common main outcome predicted for adaptations are preventing falls (54% of cases) and increased independence in daily living (28%), but adaptations can have multiple benefits.
- Overall, 99.7% of those who received an adaptation and completed a customer satisfaction survey were satisfied or very satisfied with the work undertaken. This figure is based on approximately one in five of the total number of adaptations recorded.
- Four out of every five adaptations were undertaken in owner-occupied dwellings.

Introduction

1. Housing adaptations play a vital role in supporting disabled and older people, helping them live safely and as independently as possible in their own home. They make a significant contribution to people's quality of life and their physical and mental health and well-being.
2. Adaptations also help prevent unnecessary admissions to hospital because of injury e.g. from falls, and can also help people to return home as soon as possible after a hospital stay.
3. The delivery of housing adaptations supports the Welsh Government's policy priorities, which are set out in 'Prosperity for All'¹ and 'A Healthier Wales'².
4. The ENABLE funding programme was rolled out across Wales from 1 April 2016. To support it, the Welsh Government has allocated an extra £4 million to local authorities each year to enhance the support available in their areas.
5. The development of the programme was accompanied by action to improve the data collected to monitor the delivery of all housing adaptations. This required a standard set of data to be agreed as well as the means by which information would be provided. Inevitably, different providers operating different programmes had developed different systems for recording. The transition to collecting and reporting the new data was challenging. A pilot exercise was undertaken in 2016-17. Learning from that informed further work by the Welsh Government to improve the quality and completeness of data recorded by all organisations providing housing adaptations.

This report

6. This report is an independent analysis of the latest set of data. It has been prepared by Practice Solutions Ltd., an independent consultancy supporting organisations in the public, third and independent sectors. Data Cymru, who have considerable expertise in collecting, validating and analysing statistical data from public and third sector organisations, provided data cleansing and validation support.

Data

7. The data for this report was collected from 1 April 2018 to 31 March 2019. It is the second report in the series. The first report, which covered the period September 2016 to December 2017, was published in November 2018³.
8. The data was collected for housing adaptations delivered by local authorities, Care and Repair agencies and housing associations, including the Large-Scale Voluntary Transfer housing associations which took over the housing stock of

¹ <https://gov.wales/about/programme-for-government/?lang=en>

² <https://gov.wales/topics/health/publications/healthier-wales/?lang=en>

³ <https://gov.wales/enable-programme-analysis>

some local authorities. It includes adaptations for people living in social housing, those who own their home and those who rent privately.

9. A range of data is collected to monitor the programme:
 - Provider / delivery organisation
 - Housing tenure e.g. social housing; owner-occupied; private rented
 - Source of referral for the adaptation(s)
 - Predicted outcome e.g. falls prevention; increased independence
 - Type and size of adaptation e.g. small; medium; large
 - Time taken to complete the adaptation(s)
 - Cost of the adaptation(s)
 - Impact on hospital discharge
 - Satisfaction with the adaptation(s)
10. The nature of adaptations varies. For the purposes of reporting on delivery, adaptations are broken down into three categories:
 - Small e.g. installation of grab rails or stair rails.
 - Medium e.g. walk-in showers, stair lifts, ramps.
 - Large e.g. major structural changes to a property, including extensions.
11. Housing adaptations draw on a variety of different funding streams. These include Disabled Facilities Grants, the Rapid Response Adaptations Programme, “ENABLE” programme funding, local authority discretionary funding, Physical Adaptations Grants and the Integrated Care Fund.

Limitations of the data

12. The 2018-19 dataset contained approximately 39,000 individual records, compared to more than 21,000 in the 2016-17 report, which was also collected over a slightly longer period. This is an increase of 85%. It reflects the considerable work undertaken by the Welsh Government and provider organisations to increase data collected on the programme.
13. Returns were received from all 13 Care & Repair agencies, from 19 local authorities, and 17 housing associations. This means considerably more data has been captured for 2018-19 compared with 2016-17, when only 5 local authorities and 13 housing associations provided data alongside that provided by the Care & Repair agencies. That said, as some local authorities and housing associations have not provided returns, it is not a complete dataset. The results should therefore be treated with some caution.

Data quality

14. Prior to analysis, the data was subject to rigorous validation to identify invalid entries, duplicate entries and incomplete entries.
15. There are still issues with data capture for the programme. While the Welsh Government introduced a new electronic data collection form with in-built functionality, providers were able to overwrite this. This resulted in a large number of data items that could have been considered invalid. Where possible, these values were corrected. Where it was not possible to accurately correct the data, they were classified as invalid. While the validation exercise was thorough, it is possible errors remain present in a small number of individual records.
16. Overall, however, there has been a marked improvement in the quality of data collected in 2018-19. In 2016-17, approximately 12,000 of the 21,000 records (57%) were removed as duplicates. In 2018-19, of the 38,768 records which were originally submitted, 8,533 (22%) were removed as the date of the adaptation fell outside the collection period.

Analysis

17. This analysis describes how many housing adaptations were delivered and by which organisations, the types of adaptation and why i.e. the predicted outcome. It also reports the cost of adaptations, the time taken to deliver them to those who needed them, and associated matters such as referrals to the programme and satisfaction with the work undertaken.

Delivery of housing adaptations

18. Data collected show that in 2018-19, just over 30,000 adaptations were delivered. Table 1 shows the number of adaptations recorded by type of provider:

Table 1: Number of adaptations recorded, 2018-19, by provider type

Provider type	No.	Per cent
Care and Repair	19,901	65.8
Housing Association	1,747	5.8
Local Authority	8,504	28.1
No provider named	83	0.3
Total	30,235	100.0

Source: Welsh Government

19. Two out of every 3 adaptations (66%) were delivered by Care & Repair agencies. Local authorities delivered 28% and housing associations 6%.

Cost of adaptations

20. The average cost of adaptations varies by type of provider. Table 2 below shows the mean average and median costs by provider type, with highest and lowest costs.

Table 2: Average cost of adaptations recorded, 2018-19, by provider type

Provider type	Mean £	Median £	Lowest £	Highest £
Care and Repair	194	100	<10	43,516
Housing Association	2,370	340	<10	78,247
Local Authority	2,759	425	<10	109,278

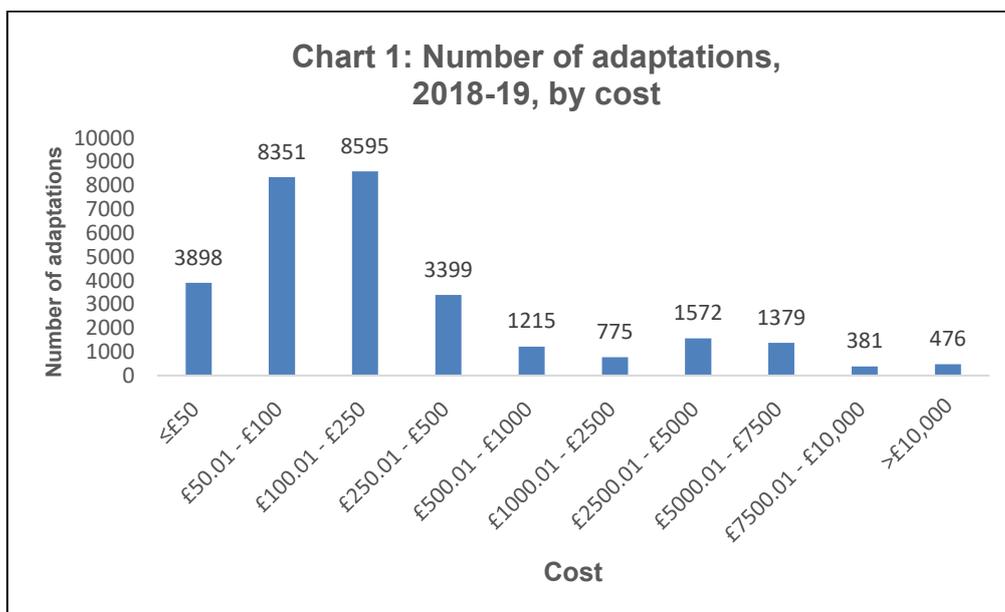
Source: Welsh Government

Notes: (I) Excludes records submitted with missing or invalid values
(II) Figures rounded to nearest £

21. The mean average figure can be skewed by a small proportion of adaptations which cost considerably more. Therefore, the median value or “middle value” of the data is shown as a more typical indicator of average cost.
22. Care and Repair agencies deliver a large number of smaller adaptations. The mean average cost is £194 while the more typical cost (median value) is £100.

23. The mean average cost of an adaptation provided by a local authority is £2,759 but this figure is affected by adaptations which cost considerably more. For example, the highest cost recorded was £109,278 but the typical (median value) cost is £425. Similarly, the mean average cost of an adaptation provided by a housing association is £2,370 with the more typical cost being £340.

24. The following chart shows the number of adaptations delivered by cost.



Source: Welsh Government

25. As expected, the average cost of an adaptation increases with the size of the adaptation. The typical average cost (median value) of a small adaption is £105. It is £4,631 for a medium-sized adaptation and £12,731 for large. Table 3 below provides full details of the averages together with the lowest and highest costs recorded.

Table 3: Average cost of adaptations recorded, 2018-19, by size of adaptation

Size and type	Mean £	Median £	Lowest £	Highest £
Large e.g. major structural changes to a property and/or extensions to it.	16,474	12,731	325	109,279
Medium e.g. adaptations such as walk-in showers, stair lifts and ramps.	4,803	4,631	53	37,260
Small e.g. grab rails and stair rails.	199	105	<10	98,040

Source: Welsh Government

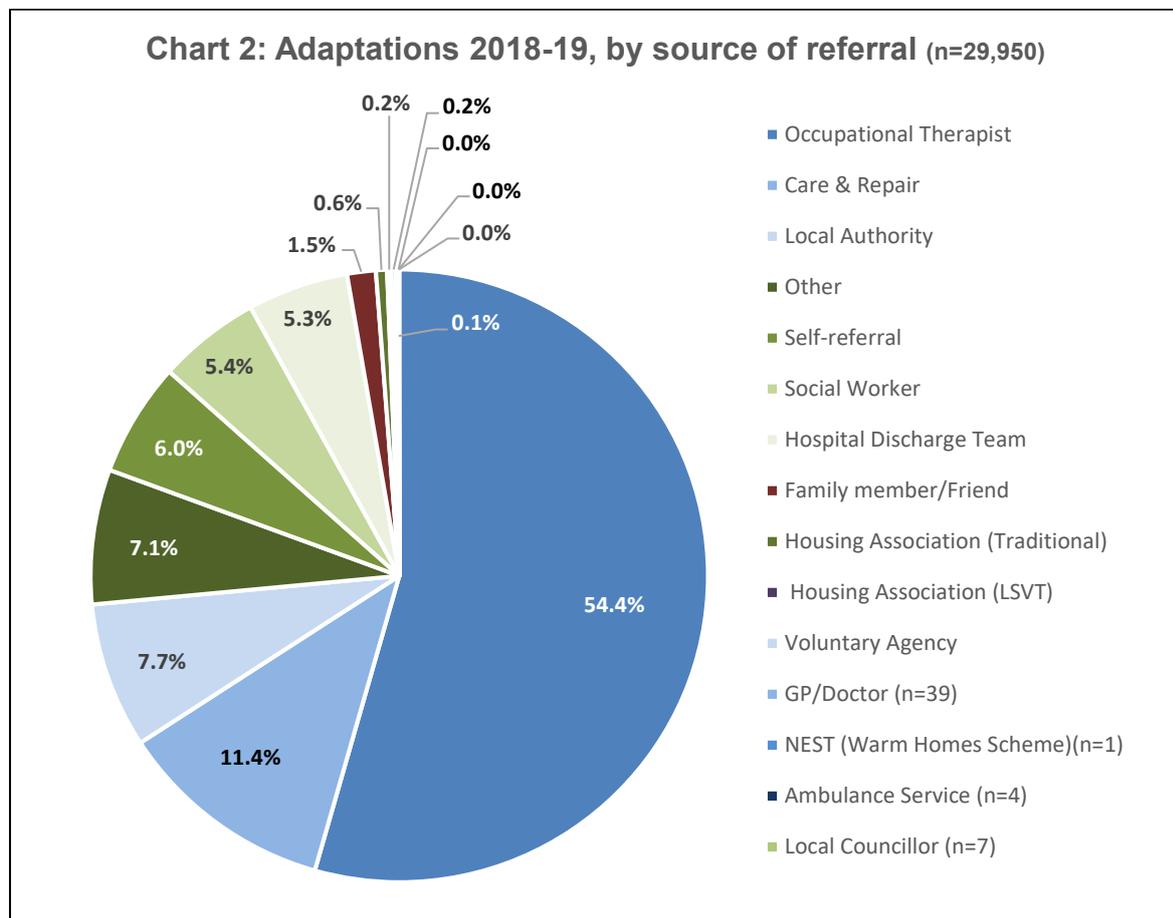
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26. The table shows one exception to the cost and size progression. The highest cost in the “small” category is recorded as £98,040. This may be down to the adaptation being incorrectly recorded or possibly more than one adaptation at the same property being counted as one adaptation, although we were unable to confirm this as part of the validation exercise.

Source of referral

27. Referrals for housing adaptations can be made in many different ways. This includes self-referral by someone who feels they need help and by organisations in housing, health and social care who may come into contact with a person who needs help. One of the aims of the wider programme of housing adaptations is to improve people’s access to adaptations to help them to live as independently as possible.

28. Chart 2 below illustrates the range and relative scale of referrals from different sources.



Source: Welsh Government

Notes: (I) Excludes records submitted with missing or invalid values

29. The majority of referrals for housing adaptations (54%) are from occupational therapists involved in people’s care. The other main sources of referral are Care & Repair agencies (11%) and local authorities (8%). Self-referrals and referrals from a family member or friend combined accounted for just over 7%.

30. In some cases, while an occupational therapist may be counted as the source of referral, they have become involved when someone in need of help is referred to them.

Assessment

31. Providers were asked to record whether or not the adaptation work required assessment by an occupational therapist or a trusted assessor. In 284 cases, no assessment was required.
32. Excluding missing and invalid values in the data set (n=3,231), where assessment was required, it was undertaken by an occupational therapist in 79% of cases and in 16% of cases by a trusted assessor.

Time taken to deliver

33. The average number of days taken from the time the need for an adaptation was identified to the date it was completed varies with the nature of the adaptation(s) required.
34. The mean average number of days taken to deliver small adaptations is 17. However, this is skewed by a small proportion of much longer delivery times and therefore, the median value or “middle value” of the data – 9 days - is a better indicator of how long it typically takes to deliver a small adaptation.
35. Table 4 below summarises the number of days taken to deliver an adaptation or adaptations. Based on the median value of records, the typical length of time taken to deliver a medium-sized adaptation is 121 days and 280 days for a large adaptation.

Table 4: Average number of days taken from date need identified to date adaptation completed, 2018-19, by size of adaptation

Size and type	Mean (Days)	Median (Days)	Lowest (Days)	Highest (Days)
Large e.g. major structural changes to a property and/or extensions to it.	324	280	0	1,737
Medium e.g. adaptations such as walk-in showers, stair lifts and ramps.	144	121	0	1,216
Small e.g. grab rails and stair rails.	17	9	0	793

Source: Welsh Government

Notes: (I) Excludes records submitted with missing or invalid values
(II) Figures rounded to nearest day

36. The shortest time recorded for the delivery of all sizes of adaptation is zero days. While for small adaptations this could reflect the need identified and adaptation installed the same day, the more likely explanation for medium and large categories is an error in data input. However, we were unable to confirm this as part of the validation exercise. The shortest non-zero times recorded were 1 day, 1 day and 5 days for small, medium and large adaptations respectively.
37. The longest times recorded for small, medium and large adaptations are 793 days, 1,216 days and 1,737 days respectively. The dataset does not hold information on the reasons for the length of time taken, which could be due to customer choice, technical reasons, or unavoidable delays such as planning control. Similarly, there is no explanation for the figure of 793 days recorded against the “small” category.
38. Typical (median value) delivery times vary from 8 days for Care & Repair agencies to 38 days for local authorities and 45 days for housing associations. Table 5 summarises data on the number of days taken by provider type.

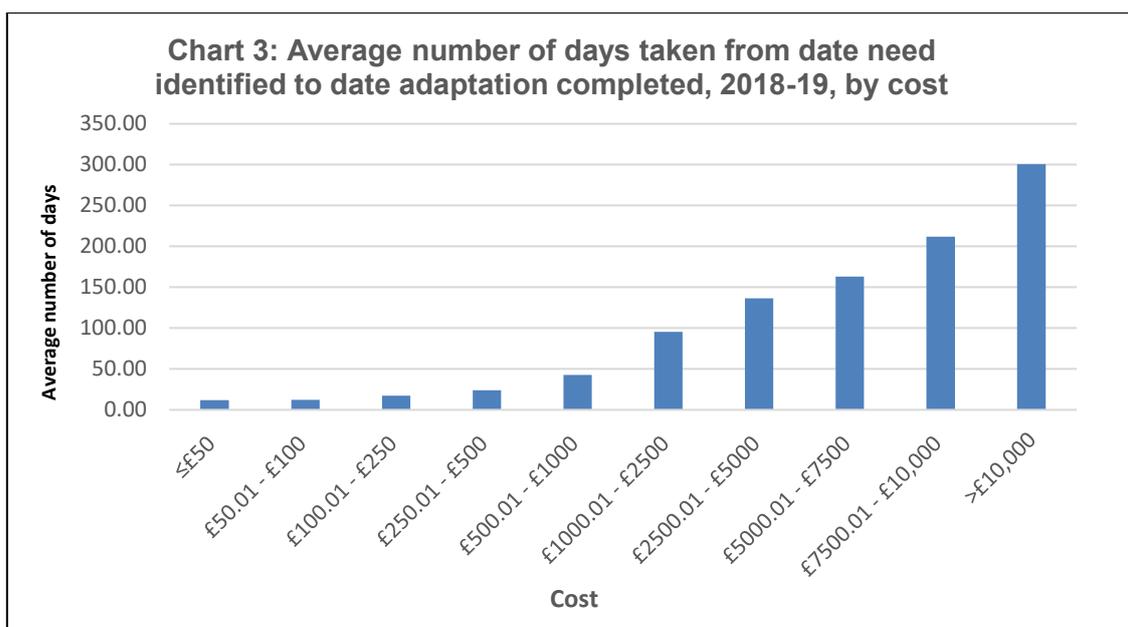
Table 5: Average number of days taken from date need identified to date adaptation completed, 2018-19, by provider type

Provider type	Mean (Days)	Median (Days)	Lowest (Days)	Highest (Days)
Care and Repair	15	8	0	578
Housing Association	97	45	0	1,109
Local Authority	82	38	0	1,737

Source: Welsh Government

Notes: (I) Excludes records submitted with missing or invalid values
(II) Figures rounded to nearest day

39. The longest period of time taken for an adaptation by Care & Repair was recorded as 578 days. For a housing association it was 1,109 days and for a local authority it was 1,737 days. Generally speaking, and as would be expected, the higher the cost of the adaptation the longer it takes. Chart 3 illustrates this pattern. The lowest non-zero figure for each type of organisation was 1 day.



Source: Welsh Government

40. Table 6 below provides more detailed information on the average number of days taken to deliver adaptations and the average cost.

Table 6: Average number of days taken from date need identified to date adaptation completed, 2018-19, by cost

Overall cost	Number of days			
	Mean	Median	Lowest	Highest
≤ £50	12	7	0	793
£50.01 - £100	12	6	0	487
£100.01 - £250	17	10	0	547
£250.01 - £500	24	14	0	448
£500.01 - £1,000	43	27	0	489
£1,000.01 - £2,500	95	71	0	1,216
£2,500.01 - £5,000	137	107	0	887
£5,000.01 - £7,500	163	140	0	834
£7,500.01 - £10,000	212	175	0	1,026
>£10,000	301	255	0	1,737

Source: Welsh Government

Notes: (I) Excludes records submitted with missing or invalid values
 (II) Figures rounded to nearest day

41. On average, an adaptation costing in excess of £10,000 typically took 255 days to complete.
42. Table 7 overleaf shows the number of adaptations delivered by the three types of provider and the overall costs. It illustrates well a point made earlier about the work of Care & Repair agencies being focused on delivering smaller scale, but nevertheless important, adaptations.
43. Of the 19,744 adaptations delivered by Care & Repair agencies, 18,884 (96%) cost £500 or less.
44. In 2018-19, local authorities undertook 391 adaptations costing £10,000 or more, out of a total of 468 for all providers.

Table 7: Number of adaptations by provider type and overall cost, 2018-19

Overall cost	Provider type		
	Local Authority	Housing Association	Care & Repair
≤ £50	337	242	3,314
£50.01 - £100	1,499	203	6,645
£100.01 - £250	1,781	337	6,473
£250.01 - £500	794	149	2,452
£500.01 - £1,000	461	95	655
£1,000.01 - £2,500	535	149	83
£2,500.01 - £5,000	1,194	294	54
£5,000.01 - £7,500	1,167	143	55
£7,500.01 - £10,000	325	50	4
>£10,000	391	68	9
Total	8,484	1,730	19,744

Source: Welsh Government

Notes: (I) Excludes records submitted with missing or invalid values
(II) Figures rounded to nearest £

45. The bulk of adaptations delivered by local authorities fell into two broad bands; between £50.01 and £250 and between £2,500.01 and £7,500.

Funding

46. Housing adaptations provided to people draw on the following sources of funding:
- The Rapid Response Adaptations Programme
 - “ENABLE” programme funding
 - Local Authority (Other) funding
 - Local Authority Disabled Facilities Grants
 - Housing Association (own resources)
 - Housing Association (Large Scale Voluntary Transfer organisations)
 - Physical Adaptations Grants
 - The Integrated Care Fund
47. The Rapid Response Adaptations Programme is a long-standing programme which caters for people who need relatively small adaptations such as hand rails and ramps. It plays an important part in helping people to return home after a stay in hospital but can also help prevent accidents such as falls which can result in someone being admitted to hospital or residential care. The programme has been funded by the Welsh Government since 2002 and is unique to Wales.
48. Additional funding was provided to local authorities from 2016-17 through the “ENABLE” programme. This is a budget of capital funding that can be used to provide adaptations which may not be possible to fund via other funding streams. The programme supports integration of services across local authorities, social landlords and health agencies at a local and regional level. The funding has provided additional resources to help people in all areas.
49. Local authorities fund Disabled Facilities Grants under the terms of the Housing Grants, Construction and Regeneration Act 1996. They are mandatory grants available to help disabled and older people to remain living independently in their own homes. Owner-occupiers, landlords and the tenants of local-authority, private-rented and housing association properties can apply for a grant, which are means-tested. The level of contribution an applicant has to make towards the cost of works depends on their income, savings and outgoings. Local authorities have a duty to conduct assessments. Grants for disabled children are excluded from means-testing.
50. Local authorities also have discretion to fund adaptations other than by using Disabled Facilities Grants and the additional ENABLE programme funding.
51. Physical Adaptation Grants are funded by the Welsh Government’s Social Housing Grant Programme. It is a demand-led scheme. The funding is provided to housing associations to undertake adaptation works to their properties where a tenant has an identified need, which is requested by an occupational therapist.
52. The Large Scale Voluntary Transfer organisations, which are housing associations formed as a result of taking over the housing stock of some local authorities, cannot apply for Physical Adaptation Grants. They fund adaptations

from their own resources. Other housing associations may also decide to fund certain housing adaptations from their own financial resources.

53. The Integrated Care Fund (formerly known as the “Intermediate Care Fund”) was established in 2014-15 to help older people to maintain their independence, avoid hospital admission and prevent delayed discharge from hospital. Some of the programme funding is used to deliver housing adaptations.
54. Table 8 shows the different of sources of funding used to support the delivery of housing adaptations.

Table 8: Number of adaptations delivered, 2018-19, by funding stream

Funding stream	No.	Per cent
Rapid Response Adaptations Programme	10,468	34.8
Local Authority (Other)	6,827	22.7
Welsh Government (ENABLE)	5,356	17.8
Local Authority (Disabled Facility Grants)	4,135	13.7
Integrated Care Fund	989	3.3
Housing Association (LSVT)	849	2.8
Welsh Government (Physical Adaptation Grants)	719	2.4
Other	487	1.6
Housing Association (Traditional)	275	0.9
Total	30,105	100.0

Source: Welsh Government

Notes: (i) Excludes records submitted with missing or invalid values
(ii) LSVT – Large Scale Voluntary Transfer body. A housing association formed as a result of taking over the housing stock of a local authority.

55. Of the 30,235 adaptations recorded in 2018-19, approximately one third (35%) were supported by funding from the Rapid Response Adaptations Programme. Local authority funding accounted for a similar proportion (36%).

56. The pattern of funding in 2018-19 differs from that seen in the first report on housing adaptations, which was published in November 2018. This reflects the marked increase in the number of local authorities providing data, up from 5 in 2016-17 to 19 in 2018-19.
57. The additional funding provided to local authorities to support the introduction of the ENABLE programme continues to make a significant contribution to meeting the needs of people who require adaptations. In 2018-19, it supported the work needed to help more than 5,000 people, which is slightly less than 1 in 5 of all adaptations recorded.
58. The average cost of adaptations supported by the different funding streams is set out in Table 9 below.

Table 9: Average cost of adaptations, 2018-19, by funding stream

Funding stream	Cost (£)			
	Mean	Median	Lowest	Highest
Integrated Care Fund	132	90	30	1,167
Local Authority (Disabled Facility Grants)	4,564	3,779	<10	109,280
Local Authority (Other)	600	135	<10	98,040
Other	390	138	11	11,029
Rapid Response Adaptations Programme	126	96	<10	894
Housing Association (Traditional)	125	91	18	1,681
Housing Association (LSVT)	1,032	171	<10	21,185
Welsh Government (ENABLE)	512	146	<10	43,516
Welsh Government (Physical Adaptation Grants)	4,763	3,570	40	78,247

Source: Welsh Government

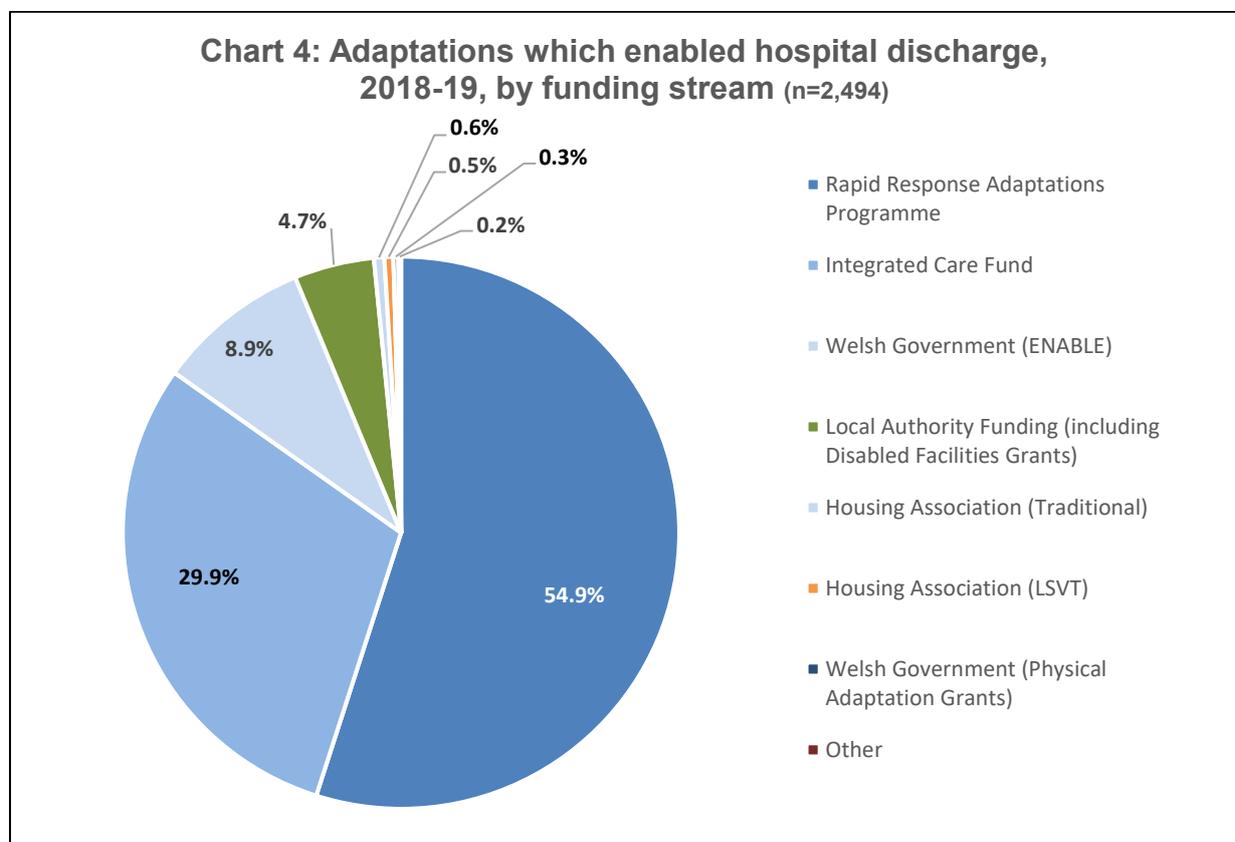
- Notes: (i) Excludes records with missing or invalid values
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59. Typical costs (median values) for adaptations funded by the Integrated Care Fund, traditional housing associations (own resources) and the Rapid Response Adaptations Programme were £90, £91 and £96 respectively. The typical cost for an adaptation funded by the Welsh Government’s Physical Adaptation Grant scheme was £3,570 and £3,779 from local authorities’ Disabled Facilities Grants.

Enabling hospital discharge

60. In addition to helping prevent unnecessary admission to hospital through falls, housing adaptations can also facilitate someone’s discharge, thus helping to free up beds after treatment has concluded and helping to reduce Delayed Transfers of Care.

61. Of the 30,235 adaptations recorded, nearly 2,500 (8%) reported that the adaptation(s) enabled the recipient to be discharged from hospital.

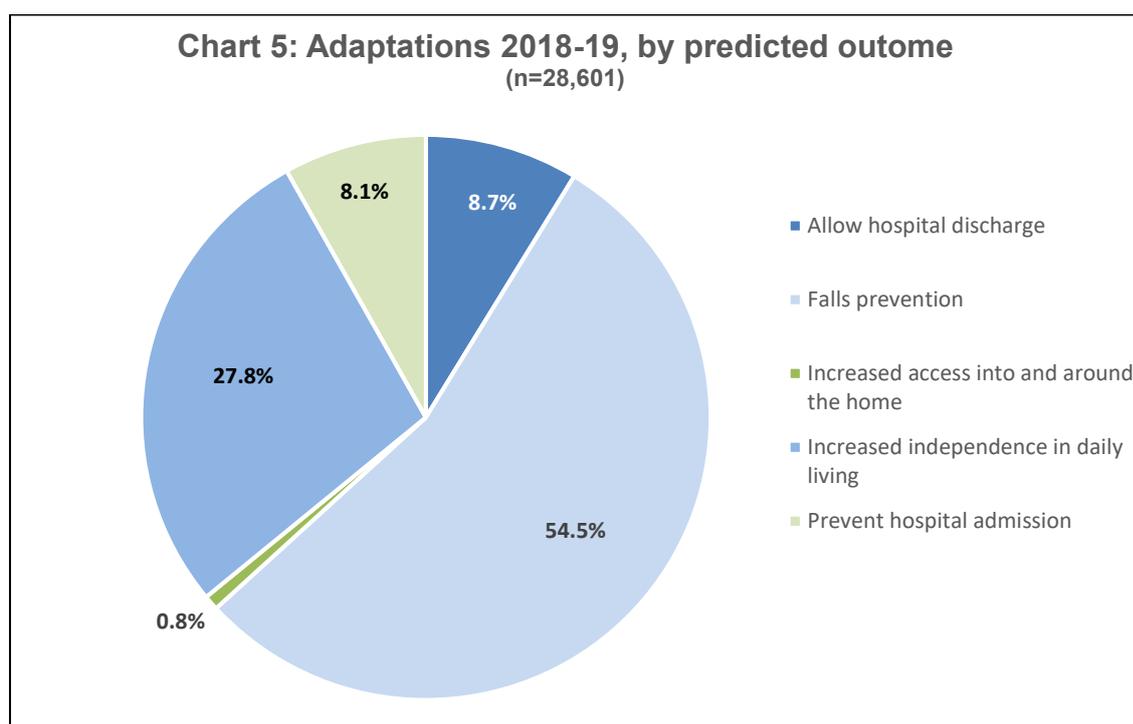


Source: Welsh Government

62. The majority of cases which enabled hospital discharge (55%) were funded from the Rapid Response Adaptations Programme while 30% were funded by the Integrated Care Fund.

Predicted outcome

63. Over and above helping to improve people's quality of life and physical and/or mental health and well-being, installing adaptations can have other benefits. Chart 5 overleaf highlights the outcomes which were predicted as a result of someone having a housing adaptation
64. The most common outcome predicted is preventing falls (54%), followed by increased independence in daily living (28%). These figures represent the main outcome predicted. Multiple benefits are possible. For example, an adaptation which allows hospital discharge can also prevent someone falling when back at home and can increase their independence in day-to-day living.

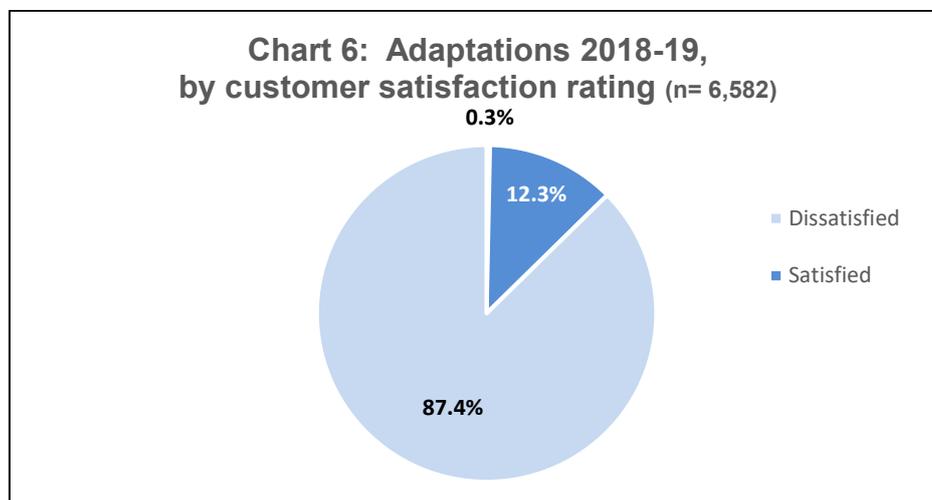


Source: Welsh Government

65. The predicted outcome varies with the size of adaptation provided. The main outcome predicted for nearly two out of every three small adaptations (60%) is falls prevention. For medium and large-sized adaptations, falls prevention is the main outcome predicted in 18% and 11% of cases respectively.
66. For nearly one in ten small adaptations (9%), the main outcome is preventing hospital admission. This, together with the role that adaptations play in preventing falls and injury, which can result in admission to hospital for treatment, helps reduce demand on the NHS.
67. The main outcomes predicted for medium and large-sized adaptations is increased independence in daily living. This was the main outcome predicted for three quarters of medium-sized adaptations (76%) and 81% of large-sized adaptations.

Customer satisfaction

68. Overall, 99.7% of people who received a housing adaptation and provided feedback were “Satisfied” or “Very satisfied” with the work carried out. By far the majority of people were very satisfied (87%).

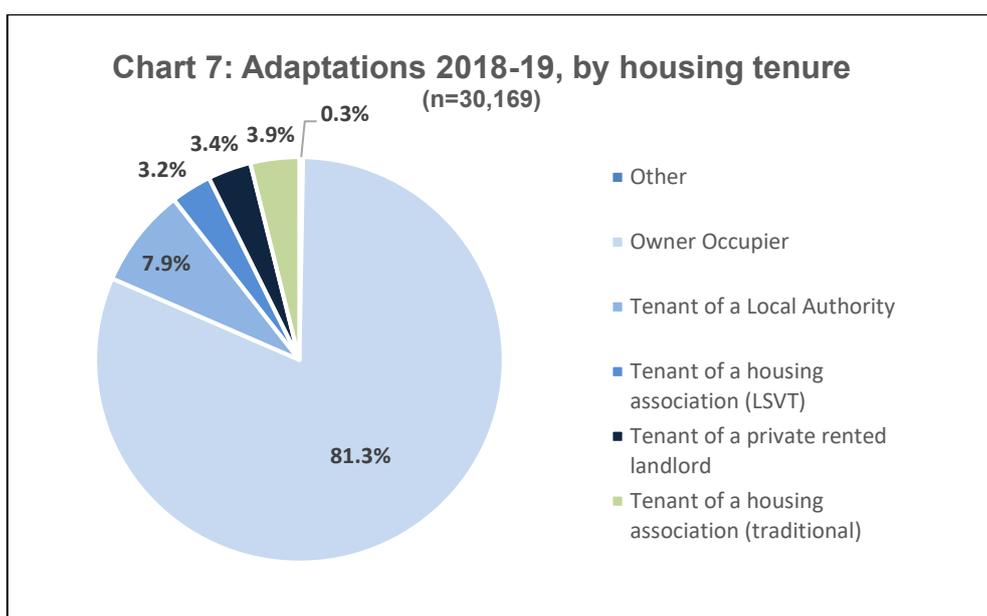


Source: Welsh Government

69. The above ratings are based on a response rate of 22% to the customer satisfaction survey. This is a good indication of people’s satisfaction with the work undertaken for them but with responses accounting for just one in five adaptations recorded, it cannot be considered to be representative of the programme as a whole.

Tenure

70. Four out of every five adaptations (81%) were undertaken in owner-occupied dwellings.

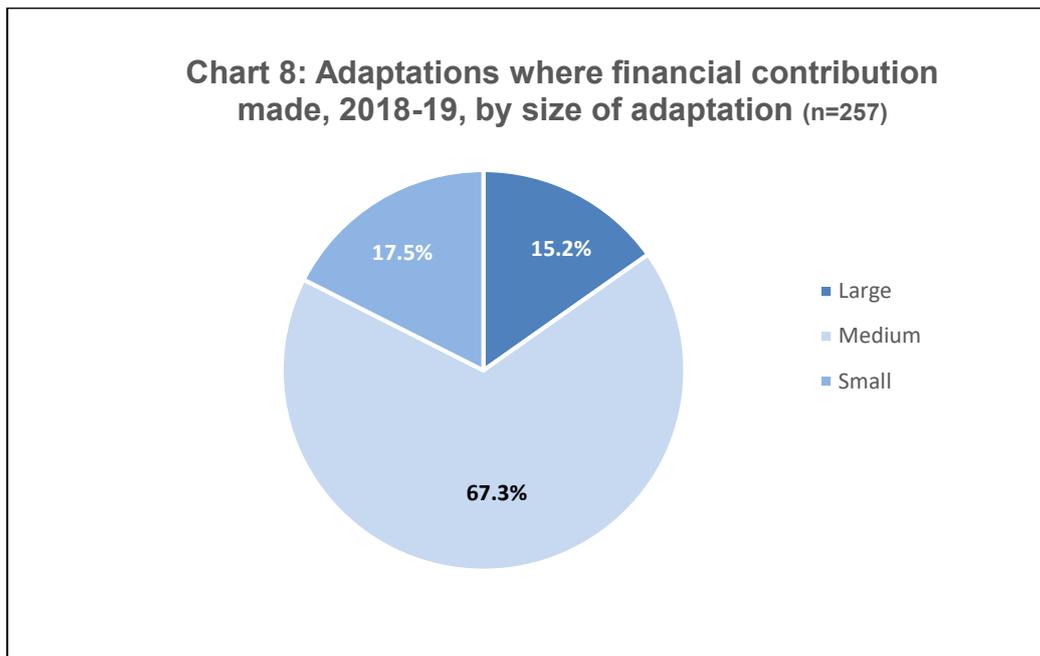


Source: Welsh Government

71. Of the remainder, 8% of the adaptations were to local authority dwellings, 7% were in dwellings owned by housing associations (traditional housing associations and those created by the transfer of local authority housing stock), and 3% in private rented accommodation.

Financial contribution

72. A financial contribution towards the adaptation was made in 257 cases. Chart 8 shows contributions made by the size of the adaptation.



Source: Welsh Government

73. In two out of every three cases when a contribution was made (67%) it was for a medium adaptation.
