

GLASGOW CITY

Partnership Joint Protocol
Housing Solutions &
Adaptations

April 2019

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Executive Summary

This Joint Protocol has been developed by Housing, and Health, & Social Care Partners (HSCP) within Glasgow, to support the delivery of a **person-centred, equitable, tenure-neutral approach**, to the provision of housing based solutions including adaptations.

The partners established a sub group to take this forward involving:

- DRS (Strategy, Private Sector and Development Funding) (*Chair of Group*),
- Glasgow City Health and Social Care Partnership, including Occupational Therapy leads,
- RSLs including GHA, GWSF and SFHA, Southside and Queens Cross HA.
- Care & Repair
- Scottish Association of Landlords (SAL)
- Supported by the Improvement Hub (Health Improvement Scotland), Place, Home, & Housing resource.

Reviewing the current service

The Group undertook an analysis of the current pathways, funding routes, governance, and surveyed RSLs in the city about their approach. It also reviewed recent national work on adaptations. This work informed the format and content of this Housing Solutions and Adaptations Joint Protocol, and identified the following key themes and issues:

- A recognition that the service impacts on people living in all areas of Glasgow, and can transform lives, supporting people to stay at home.
- Service user experience should be seamless;
- Policy and eligibility criteria needs greater alignment;
- Housing, and HSCP strategic management and governance of the service needs clarification and integration;
- Performance and outcomes need to be jointly measured;
- Strategic needs assessment and forward planning need to be refined and owned by the Housing Sector and HSCP partners under the IJB arrangements;
- Roles and responsibilities need clarification.

All of these issues have been addressed in developing the Joint Protocol.

The Vision and Principles

The group established a vision statement which has informed development of the protocol:

Vision statement - Housing Solutions and Adaptations Model

- Helps people to live in their homes as long as they want to, putting the person at the centre of the solutions, encouraging realistic expectations and also offering a range of potential options.

- Evidences equality across tenures;
- Promotes early intervention, supporting a wide range of health, social care, and housing staff to have ‘the right housing conversations’, and making housing solutions everyone’s business;
- Promotes effective communication across/within agencies, and with people in communities who need advice and support to help them make the best decisions;
- Makes the best use of the resources available;
- Complements, and joins the dots across strategies and services;
- Ensures a housing solutions approach at all stages of service engagement, with an emphasis on early intervention.

The Protocol recognises that while adaptation services are planned and delivered by a multiplicity of partners, it is essential that service users and their carers, experience a seamless service. The Group believes that this can be achieved through the implementation of this Joint Protocol, to support the provision of a wider, multi-agency, Housing Solutions & Adaptations service model.

The over-arching **principles of the Protocol** include:

- Explicit person-centred approach to identifying effective outcomes and meeting needs;
- Promotion of a shared responsibility, to support service users to identify their outcomes, and meet their needs.
- Early intervention and avoidance of ‘crisis’ response;
- Minimum intervention in order to maximise independence;
- Promotion and full exploration of rehousing opportunities as a first stage

By implementing the Joint Protocol, it is expected that this will support the Housing Sector and HSCP partners to:

- deliver the integration of pathways and systems,
- provide a framework for ongoing monitoring and review of service delivery,
- measure people’s outcomes, and
-inform continuous improvement.

- The **overall service objectives** are to provide a seamless, end to end Housing Solutions and adaptations service, which supports people to stay at home for as long as possible, preventing unnecessary hospital admissions, supporting people to get home from hospital, and helping people make the right housing choices.

This approach creates a good fit with the National Wellbeing and Outcomes Measures and reflects the learning from the national Adapting for Change project.

The Protocol will be subject to wide spread consultation with all relevant stakeholders including service users, and third sector partners, and will be agreed and implemented by the HSCP and all housing partners in the city.

1. Introduction

This Joint Protocol has been developed by Housing, Health, and Social Care Partners within Glasgow, to produce a document which will support local services to effectively and cohesively deliver a person-centred, equitable tenure-neutral approach to the provision of housing based solutions including Adaptations. This Protocol acknowledges the importance of housing in terms of people's overall health and well-being, and will provide a framework for joint working and service improvement for all Glasgow housing providers, Glasgow HSCP, and third sector partners.

This document clarifies expectations around 'best practice' and standardised approaches to service provision, and outline the **improved pathway(s)**, and identify **the key roles and responsibilities** of relevant Health & Social care, and Housing staff within each of the partnership services, for all tenures.

Over-arching principles of the Protocol include:

- Explicit person-centred approach to identifying and meeting needs;
- Early intervention and avoidance of 'crisis' response;
- Minimum intervention in order to maximise independence;
- Promotion and full exploration of rehousing opportunities as a first stage.

The Protocol also offers the potential to align **policy**, including opportunities to standardise the application of **eligibility criteria** across the tenures, and provide a **performance framework** for the monitoring and review of the key elements of the overall service, across all Health & Social care, and Housing Partners.

The Protocol will support the overall **Partnership Governance arrangements**, including strategic and financial decision making and **funding**, and help deliver a **Communication** strategy which engages all relevant stakeholders in a 'Housing Solutions' approach.

Health & Social Care staff across a wide range of professions and Care Groups/clinical settings, Housing colleagues, and relevant third sector staff, will be supported by a **Training programme** which provides a range of modules to develop knowledge, skills and competencies to improve the provision of general communication and sign-posting around housing needs, and broaden the opportunity for other (non-OT) staff to be able to assess for and provide relevant adaptation and equipment solutions.

2. Context and Background

Good Practice Guide to Major Adaptations 2011

We must ensure "individual service outcomes are at the centre of service provision and that promoting choice and flexibility is valued by the assessors. Regardless of tenure and how an adaptation may be funded, the level of service received from assessment to provision, should be equitable"

Responsibility for delivery of functions relating to housing adaptations and equipment (aids) now lies with Health and Social Care Partnerships (The Integration Authority (IA))¹. Key responsibilities delegated to the Integration Authority are:

- The duty to assess for an adaptation
- Planning for and resourcing adaptations.
- The duty to provide grants of 80% or 100% for those living in the private sector, who are assessed as needing adaptations.

Funds for adaptations undertaken by Housing Associations and Co-operatives (RSLs) etc. have not been passed to the Integration Authority, but the IA has the strategic responsibility for ensuring that relevant HSCP services are available to support the provision of adaptations for RSL tenants.

Therefore, the impetus to develop this Protocol is based upon the need to ensure a cohesive and structured approach to the successful meeting of these obligations, linked to the work in Glasgow to produce the Housing Contribution Statement, as part of the wider Integrated Joint Board's (IJB) Strategic Plan.

It was identified that there were a number of issues within existing services that required to be addressed, and it was agreed that a short-life partnership working group be created to identify solutions and develop a co-ordinated person centred approach to the provision of adaptations across tenures. The Group has been established as a sub group of the Housing Health and Social Care Group, with membership made up from, DRS (Strategy, Private Sector and Development Funding) (*Chair of Group*), Glasgow City Health and Social Care Partnership including Occupational Therapy leads, RSLs including GHA, GWSF and SFHA, SAL, and Care & Repair, and supported by the Improvement Hub, Place, Home, & Housing resource.

It is recognised by the Partners that an effective service model for the provision of Housing Solutions and Adaptations, contributes to the National Wellbeing and Outcomes Measures, specifically:

Outcome 1: People are able to look after and improve their health and wellbeing and live in good health for longer.

Outcome 2: People, including those with disabilities or long term conditions, or are frail, are able to live as far as reasonably practicable, independently and at home or in a homely setting in their community.

¹ Adaptations, Aids and Equipment - Advice Note, Health and Social Care Integration, Scottish Government, April 2015. ISBN: 978-1-78544-304-5 (web only).

Outcome 4: Health and social care services are centred a helping to maintain or improve the quality of life for people who use those services.

It is also recognised that considerable national work has been progressed in recent years, and it was important to take cognisance of this. The Adapting for Change initiative (AfC), commissioned by the Scottish Government, stemmed from the work of the Adaptations Working Group (AWG) which was tasked with reviewing housing adaptations practice nationally, and provide recommendations for change. The AWG's report was published in Nov 2012 <https://beta.gov.scot/publications/adapting-for-change-final-report-adaptations-working-group/> and recommended fundamental changes to the delivery and funding arrangements for housing adaptations. The AWG proposed that their recommendations would be tested within 5 sites across Scotland. Through these sites, a range of improvements have been developed and tested, with this work taking place between autumn 2014, and its formal conclusion in March 2017. An evaluation report of the AfC programme was published in September 2017 <https://www.gov.scot/Publications/2017/09/6354>

A key theme which emerged from the test sites, was strong evidence that many of the issues associated with adaptation service provision, were compounded by wider issues within the housing pathways, predominately related to failures to address people's changing housing needs earlier e.g. when health and life changes/deterioration were first identified. It was evident, that there was an immediate need to provide key staff with the right information and skills in order to apply a 'Housing solutions' approach which would encourage earlier intervention by a wider group of staff well-placed to help people identify their changing housing needs, and help them consider solutions before crisis strikes. This 'Housing Solutions' approach has been supported by the development of training modules, and promotes the engagement with a wide range of relevant staff within Housing, Health and Social care partnerships, and also 3rd sector and other relevant agencies. It was agreed that the themes and recommendations from the national AfC work would be essential to inform the development of improvements within the Glasgow arrangements. The following statement was developed by the Adaptations sub-group to ensure a clear focus on the vision for Glasgow City in relation to improving Adaptations provision.

Vision statement - Housing Solutions and Adaptations Model

- Helps people to live in their homes as long as they want to, putting the person at the centre of the solutions, encouraging realistic expectations and also offering a range of potential options.
- Evidences equality across tenures;
- Promotes early intervention, supporting a wide range of health, social care, and housing staff to have 'the right housing conversations', and making housing solutions everyone's business;
- Promotes effective communication across/within agencies, and with people in communities who need advice and support to help them make the best decisions;
- Makes the best use of the resources available;
- Complements, and joins the dots across strategies and services;
- Ensures a housing solutions approach at all stages of service engagement, with an emphasis on early intervention.

3. Housing Solutions & Adaptations Service Model

Whilst recognising that adaptation services are planned and delivered by a multiplicity of partners, it is essential that service users and their carers, experience a seamless service. The aim is that this will be achieved by applying this partnership Joint Protocol, to support the provision of a wider, multi-agency, Housing Solutions & Adaptations service model, which delivers the integration of pathways and systems, provides a framework for ongoing monitoring and review of service delivery, measures people’s outcomes, and informs continuous improvement.

The Housing Solutions & Adaptations service model supports a multi-agency, partnership tenure-neutral approach which ensures equity, consistency, and cohesion for different housing types, across the agency settings.

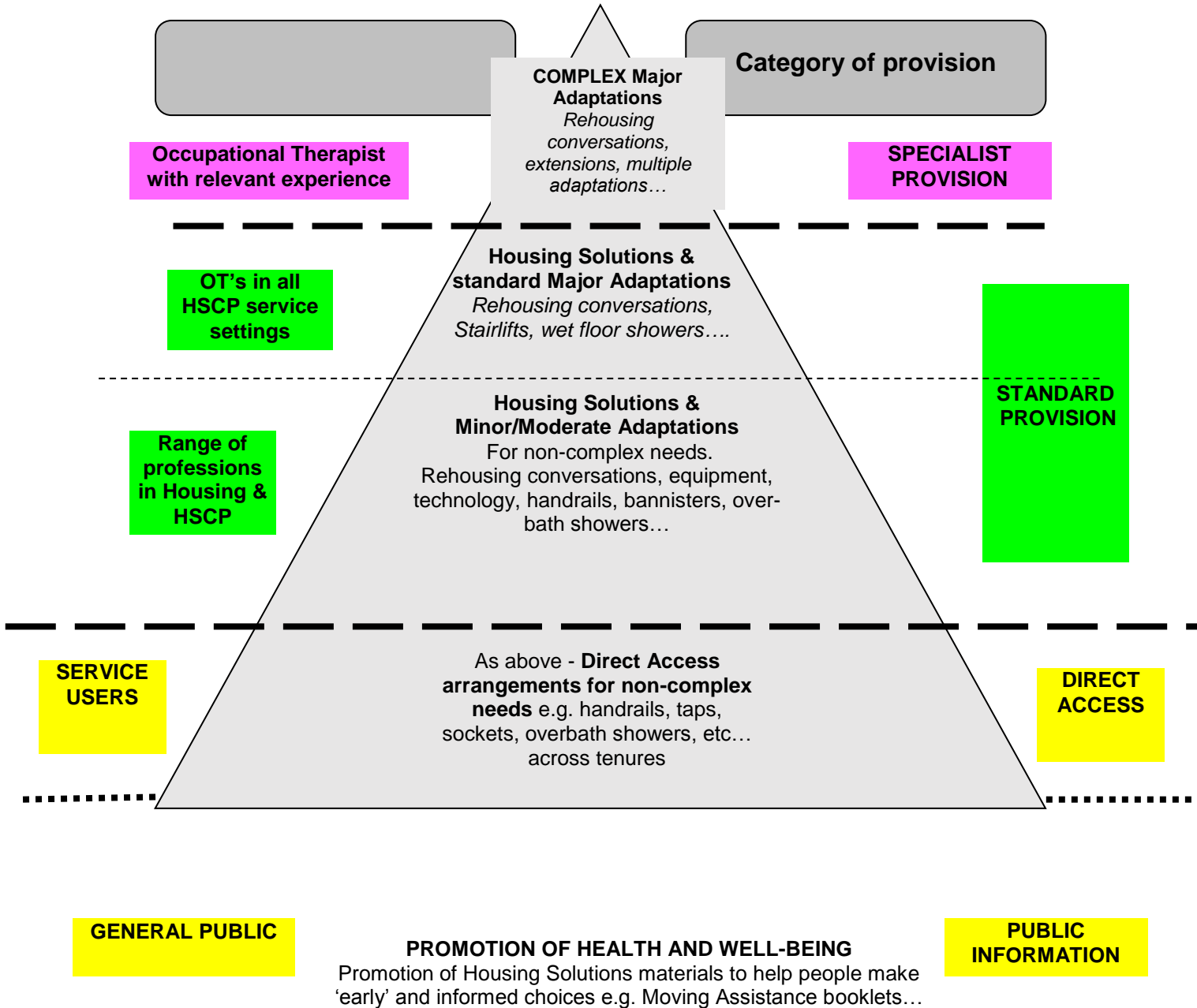
The model will support upstream, early intervention initiatives, which encourage a broad range of staff and agencies to acknowledge that the identification of housing needs and issues, and the earlier signposting for potential solutions, are everyone’s responsibility. The expectation is that this approach has the potential to reduce pressure on Adaptations waiting lists and allow strategic managers to target more effective use of resources across the pathways e.g. in relation to early intervention and prevention. This approach also ensures ‘early housing conversations’ to support an emphasis on rehousing, and the model supports a wider range of ‘non-OT’ staff to identify other Housing solutions including, equipment, technology, and adaptations. This broadens the range of potential stakeholders and ensures a more effective interface with all relevant Health & Social Care services around Housing issues. It is essential that the use of resources around these extended roles should be based on agreed strategic priorities and aligned to wider Housing and HSCP objectives.

<p>Outcomes focus</p>	<ul style="list-style-type: none"> • The Service model will support people to articulate their Outcomes, helping them to live in a housing environment that allows them to participate in their communities; where possible, reduce the level of home based care or avoid the need for increased service provision; and ensure the right balance between responsible risk-taking and the promotion of independence. • Assessment tools and processes will support and evidence the Outcomes based approach, and measure the achievement of these, and the benefits for the person. • The Housing Solutions approach aims to minimise unnecessary intervention, avoiding over-prescription, and instead, maximising independence (including self-help), emphasising the need to support wider rehabilitation and reablement Outcomes.
<p>Service Pathway</p>	<ul style="list-style-type: none"> • The Housing Solutions approach supports the delivery of a standardised pathway for all tenures, which achieves key outcomes for individual service users across all care groups, and details roles and responsibilities for all relevant service providers. • The primary aim of the pathway is to ensure staff across all relevant service settings can ‘act early’ engaging people with effective conversations around the impact of the person’s changing health and social care needs on their housing environment, and work together to identify sustainable solutions. • The pathway will support the aim of trying to ensure that intervention

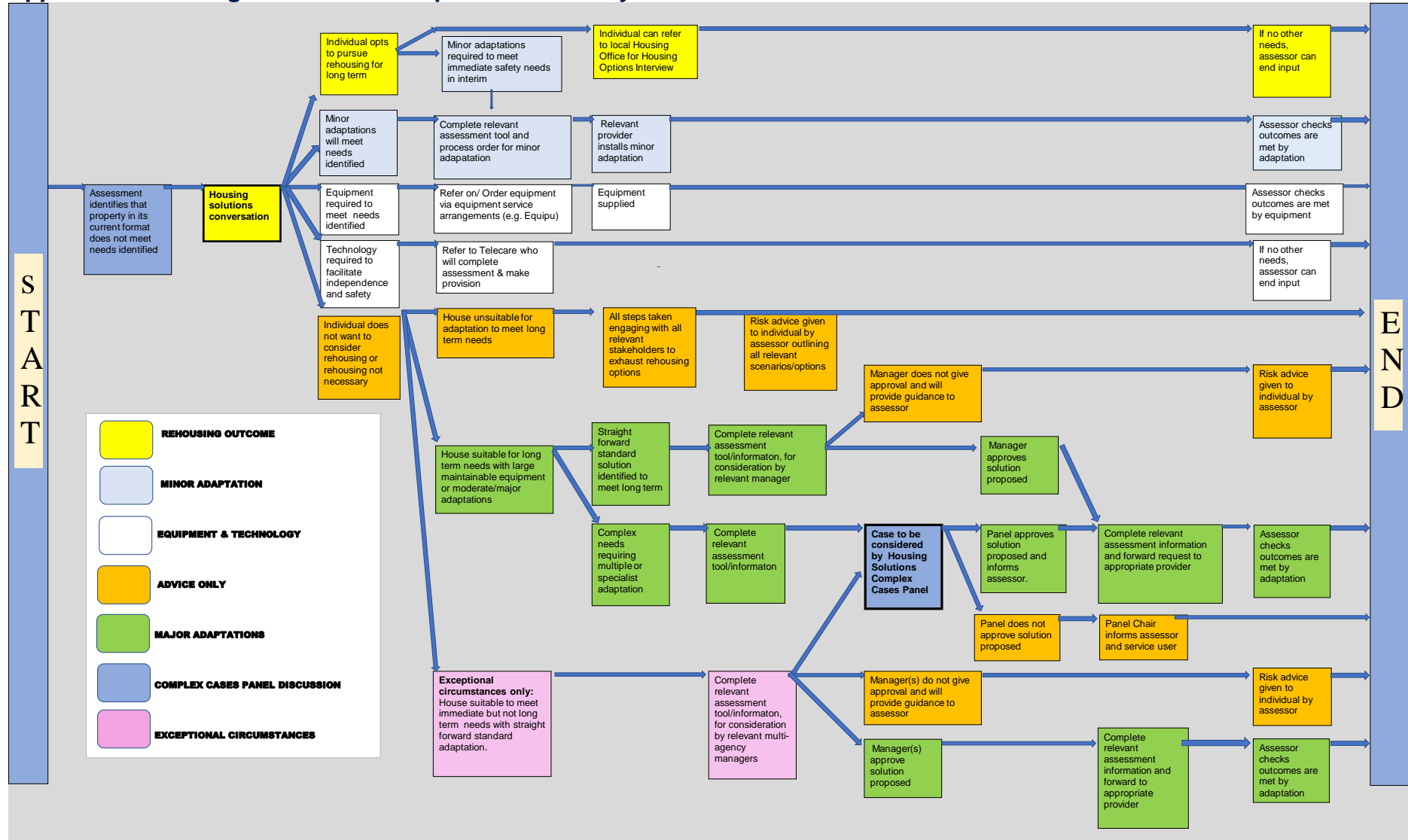
	<p>happens before ‘crisis’ occurs, allowing greater opportunity for objective consideration of all relevant options.</p> <ul style="list-style-type: none"> • All front-line Housing and HSCP staff within relevant service settings are expected to apply a ‘Housing Solutions’ approach as part of their service intervention, where housing issues are evident. There are a wide range of staff which this may apply to e.g. including nurses, Physio’s, podiatrists, housing officers, support staff, 3rd sector and other relevant agencies, as well as OT staff. • In addition, a wider group of designated housing and HSCP staff will be trained to assess for the provision of a range of standard adaptations to avoid unnecessary referral to another profession. • The Model diagram (page 10) provides an overview of the levels at which interventions can be delivered, and who has the responsibility for assessing these needs. This model also emphasises the importance of the provision of communication materials to support the public to be better informed of the range of Housing Solutions options available. • All relevant staff will be supported in these approaches by the Housing Solutions training programme which provides a range of relevant modules (see Section 12). • The Pathway diagram (page 11) provides a visual overview of the standardised approach across the agencies to all relevant service provision. This ensures all stakeholders have a shared understanding of the pathway processes.
<p>Direct Access</p>	<ul style="list-style-type: none"> • The Glasgow adaptations service model ensures opportunities for fast tracking service users with recognised and agreed needs straight to service delivery, and promotes direct access to adaptations by service users where this is appropriate (see Model diagram page 10) e.g. internal and external rails, overbath shower provision, level access showers, door entry systems. For example, GHA has a direct referral pathway for tenants which enables provision of adaptations including handrails, grabrails, level taps, raised/lowered power points and overbath showers. This service ensures speedy and streamlined provision. • Glasgow City HSCP has a policy for direct provision of handrails for homeowner following referral via Social Care Direct, again this ensures timely provision of standard adaptations for non-complex needs, to support tenancy sustainment and service user independence. • <i>It is recommended that all Housing Associations adopt a direct provision policy across Glasgow for standard adaptations where needs are non-complex, to ensure both timely provision and targeting professional staff’s time in more complex community care provision.</i> • This approach complements national work being progressed which refreshes the College of Occupational guidance on ‘Minor Adaptations without Delay’, with this work supported by Scottish Government who are keen to ensure that there are no barriers to the simple identification of needs and provision of services. This re-clarifies that an OT assessment is not required for an adaptation to be approved and receive funding, and other professions/competent staff, can take on this role.

Appendix 1

Housing Solutions & Adaptations Model



Appendix 2 Housing Solutions & Adaptations Pathway



4. Assessment and Provision of Housing Solutions & Adaptations

Good assessment practice is fundamental to the provision of an effective adaptation service. This should be in the context of a Housing Solutions and minimum intervention approach, promoting independence, and should balance risk with the need to maximise functional potential and avoid over-prescription. An adaptation can complement a range of needs and interventions including rehabilitation and the management of conditions, and should be viewed as integral to the delivery of wider service objectives.

Service users and their carers require to be fully involved in the assessment process and it is essential that there is an outcomes focus to the assessment with clear goals identified, agreed, and recorded. The principle of 'minimum intervention, maximum independence' should underpin every assessment to achieve the most satisfactory outcomes for the person, and effective long-term solutions. An adaptation should only be provided when all other reasonable options have been ruled out, with significant emphasis on rehousing as the first stage of solutions, to be exhausted.

The 'Housing Solutions' approach has been developed to apply the principles of Adapting for Change. This focuses on encouraging wider responsibility across our housing, health and social care services, for the much earlier identification and discussion of housing needs and solutions with people in our communities who need advice and support.

The aim is to ensure that needs can be identified, and solutions provided, by a wider range of front-line staff across housing, health and social care, and third sector settings. The expectation is that this will encourage earlier discussion of changing housing needs, and help people to consider rehousing/housing solutions, before crisis occurs. Where adaptations are required, this will also support the identification of standardised adaptation solutions by other relevant staff, reducing the traditional requirement for a community OT assessment for every 'adaptation' solution.

Assessment and provision of housing solutions and adaptations should be recognised as the responsibility of all care groups and services, as a means of supporting overall service delivery. Staff should therefore not be viewed as 'providers of adaptations', but rather as assessors who provide housing solutions and adaptations, to complement their own service provision, e.g. facilitating hospital discharge, delivering a Rehab programme.....

Glasgow partners adopt the ethos that the Housing Solutions approach is fundamental to ensure wider access to housing based solutions, through training to enable a wide range of staff to identify the need, and solutions to housing barriers, and where relevant, adaptations.

The Joint Protocol

The Protocol provides a joint inter-agency agreement defining the arrangements between the relevant agencies/partners in terms of the roles and responsibilities of staff and their managers, and the processes across the service pathways for assessment, prescription, and provision of Housing solutions and adaptations. The protocol aims to achieve equitable outcomes for service users

	<p>regardless of the housing tenure they reside in or the service they present to.</p> <ul style="list-style-type: none"> • The strategic partners will ensure the effective operational implementation of the Protocol across all relevant arrangements across the stakeholder agencies. • The Partners will ensure robust governance, monitoring and review of the Protocol arrangements to ensure strategic objectives are being achieved.
<p>Roles and responsibilities</p>	<p>The Housing Solutions and Adaptation Model outlined in <i>diagram 1</i>(page 7) illustrates the range of professionals/partners, who should support Housing Solutions discussions and adaptation provision, where relevant. <i>Diagram 2 on page 8</i> lays out the Pathways that will determine how the relevant roles are applied and the processes followed.</p> <ul style="list-style-type: none"> • A tiered approach when considering adaptation provision is essential to ensure a wide range and network of support for service users and carers who need advice and assistance. This will be key to improving service delivery timescales and outcomes. • Key to the success of this approach will be clarity of role and associated processes linked with both assessing need, arranging provision, and communication between agencies and with service users. • In summary the agreed roles and responsibility in relation to Glasgow City Partners are as follows: <ul style="list-style-type: none"> ✓ Housing Solutions training and development of direct access pathways and processes across housing tenures will ensure front line staff can identify or respond to service user's needs. This will include the ability to engage in Housing conversations, promoting rehousing opportunities, and early intervention. ✓ Direct Access Arrangements: direct access arrangements should be in place across all housing tenures for non- complex minor adaptations i.e. handrails, level taps, socket raising, over bath shower provision, door entry systems. ✓ Assessment Responsibility - Non Complex/ Minor Adaptations i.e. Handrails, level taps, socket raising, over bath shower provision, door entry systems. Housing Solutions Training for key agencies and staff across Glasgow will ensure a wide range of staff are able to identify service users and carers need for non-complex adaptations thus ensuring a quicker and more responsive service, and the HSCP registered Occupational Therapy resource is released to deliver rehab and enablement outcomes, and involvement in the provision of major adaptations, as outlined below. ✓ Assessment Responsibility - Non- Complex/ Major Adaptation Provision e.g. wet floor showers, stair lift provision, door alterations. In line with the vision for Glasgow City HSCP, Occupational Therapy Review it is anticipated that Core Skills are agreed for all HSCP Occupational Therapy Staff. The role for all HSCP Occupational Therapy Staff includes Housing

	<p>Solutions conversations with service users and carers. In addition, through the development of core competencies/ training and peer support, it is intended that all Glasgow City Occupational Therapy Staff will have a role in assessing the need for Non Complex Major adaptations and arranging provision.</p> <p>✓ Assessment Responsibility - Complex/Major Adaptation Provision e.g. Extensions, Major structural changes to accommodation. Complex/Major adaptations assessment and provision requires detailed knowledge of planning regulations, building specifications and regular experience of the associated planning process- the incidence of such provision across Glasgow is relatively low. As such the role and responsibility of assessment and recommending such provision should lie with an identified group of experienced Occupational Therapy Staff within Rehabilitation and Enablement Services. Relevant staff will work in close partnership with service users, carers and other relevant professionals to identify need and bespoke design requirements. Often this may lead to instances of more than one Occupational Therapist being involved with an individual service user due to the specialist nature of service need. It is expected that over time competencies will be shared with other relevant OT staff.</p> <p>Housing Solutions Complex Cases Panel – in the event that a straightforward solution cannot be identified for the service user, and all immediate options have been exhausted, a multi-agency partnership Housing Solutions panel will be established to review these exceptional cases. The intention will be to work with all relevant partners to ensure a shared understanding of the issues and identify a suitable solution and/or decision, jointly agreed and owned by all partners. This step is identified in the Pathways diagram (Appendix 2)</p>
<p>Policy & Eligibility Criteria</p>	<p>Legislation in relation to the delivery of major adaptations is complex and the challenge for local services is to ensure that inter-agency services and resources are organised effectively so that people with disabilities regardless of age, diagnosis or housing tenure can access appropriate Housing and Adaptation services easily and equitably. It is important that local services consider these factors when reviewing their provision and ensure that policy and eligibility criteria are coherent across all tenures.</p> <p>Partners have initially reviewed policy across the RSL's and noted that there are a number of variations in the application of existing policy and eligibility criteria. Almost all of the RSLs do <i>minor adaptations</i>, in the main, for all criteria from low to critical. A few, however, state they only do <i>minor adaptations</i> for critical cases. Many are reliant on an OT assessment for <i>minors</i>. The picture is similar for <i>moderate adaptations</i> although there is a greater reliance on OT recommendations and almost all draw on stage 3 funding.</p> <p>Almost all of them provide <i>major adaptations</i>, with the most common exception being stair lifts and ceiling hoists (funded and</p>

carried out by the HSCP). All rely on OT assessments, and apply substantial and critical threshold, and also consider the long-term sustainability of the adaptation and the suitability of the property. A few say that they will explore housing options as part of the housing solution.

Only a few of the RSLs appear to provide complex (e.g. extensions) adaptations, and only where the person has a substantial or critical need, and has been assessed by an OT. These tend to be the larger RSLs, none of the smaller ones carry out complex adaptations.

It is evident that there are a number of differences in the application of policy and eligibility criteria, and opportunity to potentially standardise approaches and help with better use of resources to meet wider strategic goals. **The housing solutions approach should ensure that the viability of an adaptation must be considered in the context of a wider Housing Solutions conversation. The provision of any adaptation must reflect the long-term viability/suitability of that property for the individual's ongoing needs, and require to take into consideration the best use of finite financial resources.** The intent would be to avoid scenarios where properties are adapted at high cost, which will not meet the long-term needs of the individual. Going forward, it is expected that the application of the principles of this Joint Protocol will support partners to effectively address variances in the application of eligibility, and deliver a far more cohesive and consistent approach which delivers benefits in terms of, the best use of resources, and also, better Outcomes for service users.

- Partners propose that a new strategic Governance group for Housing Solutions & Adaptations (see Governance section) will support all Partners to review Policy and Criteria and identify opportunities to standardise approaches in a cohesive way across all tenures. This will include:

- Encouraging Direct Access arrangements;
- Affirming that an OT assessment for all Adaptations is not required, recognising the Scottish Government advice that a 'competent person' can carry out this assessment e.g. for minor adaptations this may be the person themselves, a housing officer or other health & social care professional;
- Considering policy and eligibility criteria that prioritises early intervention and prevention in an equitable way;
- Prioritises Housing Solutions conversations and re-housing;
- Evidences best use of finite resources;
- Supports the provision of a range of other Housing solutions e.g. technology.

5. Service User and Carer Engagement

People who require support in relation to Housing Solutions and major adaptations should be placed at the centre of service provision, and need to be involved in the development and improvement of the service.

It is essential that a range of mechanisms and approaches are considered to ensure service users and carers' views are helping develop and review the provision of Housing Solutions and Adaptation services. The use of an outcomes approach will assist to inform services on the outcomes required from service users and their carers, however other mechanisms should also be employed to ensure the most effective contribution to service development and evaluation. This will include key areas of engagement are agreed with service users and representative groups via:

- Glasgow City HSCP's Public Engagement Forum strategy and Strategic Planning arrangements/fora;
- Regular survey of adaptations outcomes associated with service user survey/ feedback;
- Wider engagement opportunities and involvement of representative groups.

Key mechanisms	<p>A range of different mechanisms will be used to ensure wider engagement with service users and their carers. These need to gather information both with regard to operational service responses but more importantly about the benefit the provision of the housing solution/adaptation has provided, and inform strategic developments.</p> <ul style="list-style-type: none"> ● HSCP Strategic Planning Groups- Adult Services, Older People and Children's Services ● Glasgow City HSCP Public Engagement Forums – NE, NE and South ● Essential Connections Forums ● Ensure regular surveys used to gauge service user and carer's views on the quality of adaptation services and associated outcomes ● Explore opportunities for service user and carer involvement in training associate with Housing Solutions and Adaptation Provision including use of service users experiences via case examples ('people's stories')
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6. Access and Public Information

It is essential that service users and carer's are aware how to access the information and services they require. Communication has the potential to be fragmented, as the initial contact or referral may come from a variety of sources, and then passed on to a variety of services. The aim should be to deal effectively and quickly with signposting, enquiries, or referrals wherever they initially impact.

Decision making should be transparent and shared with service users so that they are empowered to be in control of their own lives. Partnerships should ensure that they give service users and their carer's sufficient information to enable them to make informed choices on the best solutions that are available for them.

Consideration should be given to the best point of access for enquiries or referrals. This could be facilitated through the provision of clear information, such as posters, leaflets or web pages for potential service users or relevant organisations. Material should be tailored to the audience with differences aimed at referring organisations and the potential service user.

The Partners should identify the relevant Information to be held and communicated by each stakeholder. A range of Information leaflets/materials are required and these may include information on the following e.g.

Housing Solutions and Adaptations Service Glasgow City:

- Overall vision and service model for Glasgow City;
- Description of the Housing solutions approach;
- Key contacts e.g. Social Care Direct, Housing Providers, and Assisted Living Service Direct Access Pathways;
- What to expect when adaptations are required;
- Importance of service user involvement and feedback both on an individual and strategic level.

Access and Information

The following should be considered:

- It should be easy for people to get good quality information supporting them to reflect and consider re-housing options and explaining the range of Housing Solutions services and support available.
- Relevant publications should be written in plain language and available in a variety of formats and languages.
- Approaches to communication and information provision should be co-ordinated across partners and agencies.
- Key contacts/contact points should be identified
- Direct Access should be streamlined across all partner services

7. Governance

It is expected that all Partners responsible for the provision of adaptations service will promote inter-agency ownership, collaboration, cohesion and accountability across the system. Governance of the Housing Solutions & Adaptations service model should ensure a seamless service is delivered, and that clear lines of accountability, inter-agency monitoring and a Joint protocol is in place to ensure equity.

Duty of care, legislation, and operational arrangements, which underpin the current assessment and provision of adaptations mean that a wide variety of agencies may be involved in the provision of adaptations, and processes can be time consuming, fragmented and complicated by tenure. Partners often include Health & Social Care services, housing providers, building control, in-house or external architectural services, Care and Repair, and legal services. Where there can be a lack of co-ordination amongst these services and agencies, there is also no cohesion for service users in the process, and often valuable time is spent chasing progress. In addition whilst it is acceptable to have different arrangements in place across tenure, it is not acceptable to have different customer practices that are not equitable.

The Housing Solutions & Adaptations partnership arrangements require to clearly identify responsibility for the strategic management and governance of the service. This is essential for all stakeholders and will assist in communication with service users and their carers, as well as internally across the relevant agencies from frontline staff, to senior strategic managers.

Good governance and management will require: -

- Agreed priorities identified from a comprehensive assessment of need (including by tenure) to enable forward planning;
- Agreed protocol between all partners including between budget holders and IJB;
- Clearly defined and aligned criteria, to demonstrate eligibility of service users for assistance;
- Clear management and performance monitoring plan;
- Be transparent and accountable to partners and stakeholders including service users and their carers.

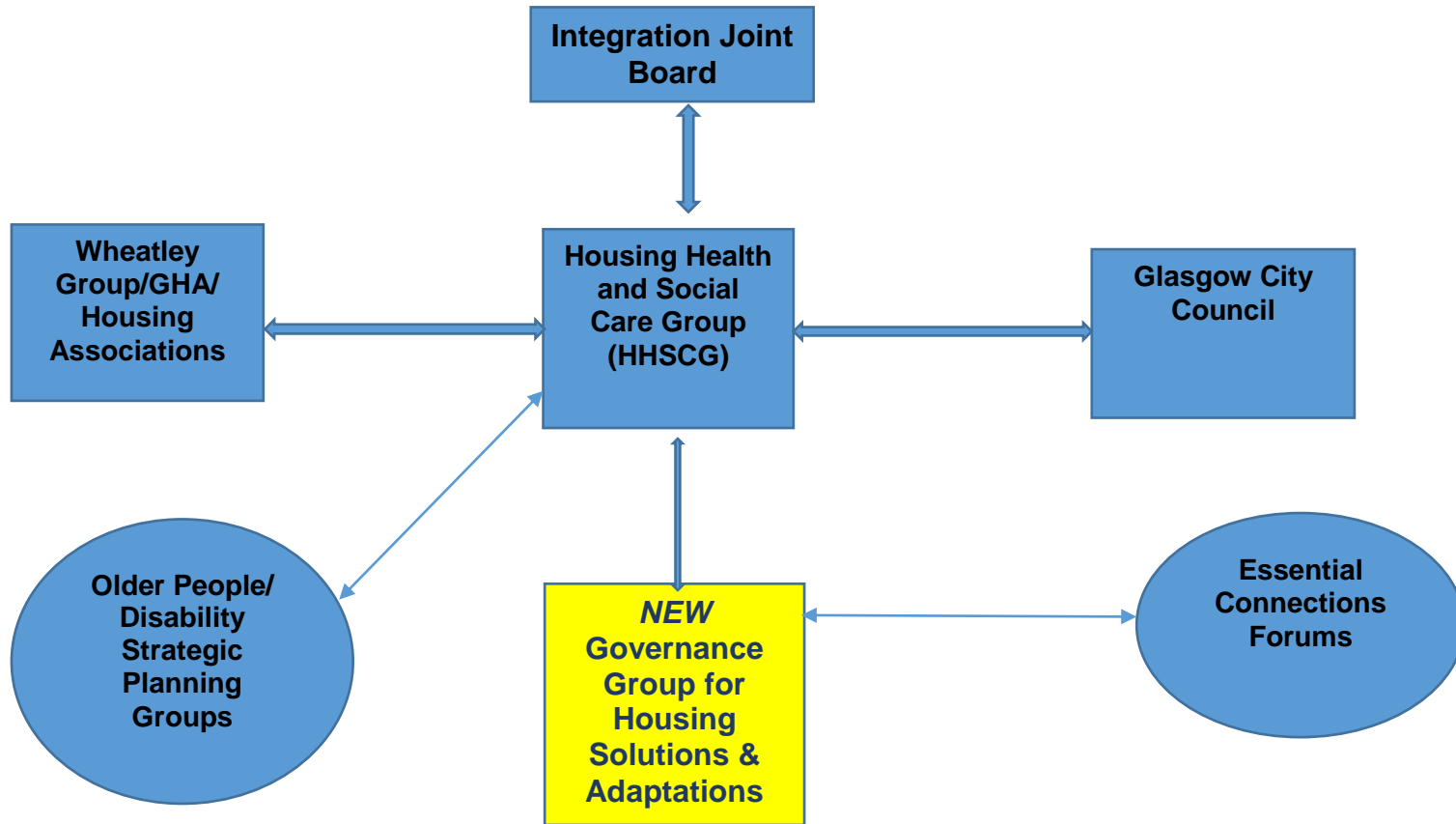
Strategic framework

It is proposed that the strategic framework will be supported by a specific Governance body, with clear reporting structure to IJB, RSLs (including GHA) and GCC. This body would be a sub-group to the Housing Health and Social Care Group (see diagram on page 11 as an example)

- The strategic Governance group will facilitate the identification of the responsibilities, objectives and targets jointly agreed by all the partners and place this information within a clear management & performance monitoring plan (see Performance section).

	<ul style="list-style-type: none"> • The strategic Governance group will support the effective identification of need across all tenures, related to the provision of adaptations and wider Housing solutions. • The strategic framework will recognise the importance of the provision of housing based solutions in terms of meeting wider strategic goals e.g. prevention of admission to hospital. • The strategic framework will recognise the importance of standardised approaches across all tenures to the application of eligibility criteria and policy (see Assessment section). • One key area of responsibility should be ensuring engagement with service users is consistent across the city, and of good quality. The governance group should draft and get approval for an engagement plan. (This plan will cover communication, information and advice and customer satisfaction surveys).
<p>Partnership arrangements</p>	<ul style="list-style-type: none"> • The Governance Group will be established to oversee the agreed protocol and performance monitoring arrangements, reporting back through the reporting structures on service delivery, quality etc. This will include the establishment of the Complex Cases Panel to jointly deal with exceptional cases. • Membership would span all partners and include a relevant mix of expertise and skills to effectively deliver the governance role. It is expected that members would include: HSCP (health, and social care leads), Glasgow City DRS, and representatives of Housing Association providers, Service users and Carers, Care & Repair, private sector landlords, GCIL, Wheatley Group (including the important connection with the Essential Connections Networks and Housing Options for Older People). It should be led by a member of the Housing, Health and Social Care Group. • The level of delegated responsibility should also be agreed by partners.
<p>Operational & strategic roles</p>	<p>The Governance Group should identify which managers/leads have key strategic and operational roles in the effective delivery of a Housing Solutions based approach:</p> <ul style="list-style-type: none"> • The Governance group should identify the key leads within each Partner organisation, mapping out key roles and clarifying engagement and communication for effective Partnership governance.

Proposed Housing Solutions Governance arrangements



8. Funding arrangements

Funding streams for the provision of adaptations are complex and linked to tenure. This requires Housing, and Health & Social Care partners, to ensure that satisfactory arrangements are in place to direct people effectively to the appropriate service. The aim is that the relevant partners should work together to agree the range and type of Housing solutions and adaptations that will be provided by the partnership, and how best to utilise funding streams for these. Regardless of tenure and how an adaptation may be funded, the level of service received from assessment to provision should be equitable across private homeowners, council tenants, private landlord tenants and Housing Association tenants (a tenure-neutral approach).

- **Current funding for Adaptations**

In the region of £7m is spent per annum in Glasgow on equipment and adaptations from four budget sources. Three of these are managed by Glasgow Housing Association and the City Council (DRS). The fourth source is from the HSCP. These budgets are described below:

Glasgow Housing Association (GHA)

Glasgow Housing Association has managed its own adaptations budget funded from tenants' rents since stock transfer in 2003. GHA's annual budget for adaptations this year ((18/19) is approximately £1.8m reducing to £1.6m in 19/20. This budget forms part of GHA's Business Plan and is therefore subject to approval through Wheatley/GHA governance structures.

Glasgow City Council (Housing)

The City Council's City Administration Committee approves expenditure on adaptations each year. The relevant budgets are: -

- the Transfer of the Management of Development Funding (TMDF) – grant funding for Housing Associations, and
- Private Sector Housing Grant (PSHG) – grant funding for owners and Private Rented Sector (PRS) tenants

Glasgow HSCP

HSCP Adaptation budgets

The HSCP manages budgets for a range of adaptations. Stairlifts and Ceiling Track Hoists are funded under the Equipu arrangements (see below). The HSCP expenditure on other adaptations (minor and major e.g. handrails/ door entry systems, temp ramp provision) was £432,832 in 2017/18.

Equipu – Equipu provides Stairlifts and Ceiling Track Hoists for Glasgow and on behalf of the other 6 local authorities within the wider Equipu partnership, which can be recycled and are well maintained. In Glasgow, essentially these

adaptations are provided through funding from Health & Social Care (for RSL's), and DRS Housing and Regeneration Services (for owners and private rented sector) in the form of a 'virtual' fund. This model works well as Partners retain their own budgets, but commit to fund agreed levels of need as part of annual budget setting arrangements. In 2017/18 just over £1 million pounds was spent on this provision, with equity of provision across all tenures (a tenure neutral service).

- **Reporting & planning**

Various reports covering equipment and adaptations are submitted to Council Committee:

Strategic Housing Investment Plan (SHIP) – this sets out the investment plan for affordable housing in the city over a five year time horizon. In Glasgow, the SHIP contains high level information on Stage 3 adaptations funded from TMDF and Private Sector Housing Grant (PSHG). Strategic Housing Investment Plans are prepared annually and approved by the City Council before submission to the Scottish Government.

Affordable Housing Supply Programme (AHSP)– Since the Transfer of the Management of Development Funding (TMDF) in 2003, annual AHSP's have been submitted to Council committees for approval. These programmes provide details of the adaptations budget from which Housing Associations are allocated a share of the budget (around £2.5m per annum). Every year the AHSP is submitted to the Scottish Government once approved by Council.

Private Sector Housing Grant (PSHG) Programme – This programme of works is funded by grant from Scottish Government from PSHG under the Council's Scheme of Assistance including an adaptations budget (around £2m per annum). However, here, under the legislation, adaptations is now a function delegated to the Integrated Joint Board (IJB). As agreed with the IJB/Partnership, the management of the budget is delivered by the City Council through DRS Housing and Regeneration Services.

The City Council's Scheme of Assistance provides a comprehensive overview of the range of services (including advice and information) provided to owners for repair and improvement of their properties.

<p>Planning future Funding use, and the Housing Solutions Approach</p>	<ul style="list-style-type: none"> ● Among the key goals of integration of health and social care is to shift the focus of services to prevention and anticipatory care, based on a person centred approach. The Group’s work to date has highlighted the reactive nature of services, issues with later interventions, and significant budget pressures, with the result that adaptations that are of lower priority, may not be funded. For the working group, the ‘housing solutions’ approach can be regarded as an important step change towards a person centred approach with earlier intervention and prevention, and helping address issues with pressure in the system at key points. ● In addition, as part of the work of the Working Group, the Scottish Government has confirmed that there is <u>no requirement</u> for Housing Associations to have an OT assessment to carry out adaptations for their tenants. This will enable Housing Associations to respond earlier to tenants’ needs.
<p>Projecting need</p>	<ul style="list-style-type: none"> ● Assessment and projection of need is essential so that forward planning may be possible. From there, allocation of resources can be more confidently carried out based on systematic analysis of evidence. Analysis and assessment should look at various data including the following: - <ul style="list-style-type: none"> ○ Demand – e.g. initial analysis of CL1 data may be a starting point ○ Nature and volume of adaptations carried out over last 2 years ○ Client Groups receiving adaptations e.g. older people, children ○ Tenure ○ Health Conditions - linking strategy around prevention/support and early intervention. ● A reliable evidence base will enable improved forward planning, increase service efficiency and provide a sound basis for resource allocation.
<p>Integrated budget planning</p>	<ul style="list-style-type: none"> ● The new strategic Governance group for Housing Solutions & Adaptations (see Governance section) will scope social care housing need under the direction of the IJB This group will consider how best to develop analysis and forward planning, with the aim of enabling improvements to service design and delivery to: - <ul style="list-style-type: none"> ○ Strategically identify resource requirements; ○ Earmark a proportion of the available budgets for lower priority prevention and early intervention work; ○ Scope out resource demand for expanding adaptations with relevant associated initiatives e.g.to incorporate telecare services/equipment; ○ Review and consider the expansion of relevant third sector services e.g. Expand the Care and Repair Service; ○ Review and update guidance to Housing Associations on Stage 3 adaptations.

9. Performance

A modern service for adaptations, which is fit for purpose, places the views of people who use the service and their carers', at the centre of service provision. The process which delivers the adaptation should be one of partnership across a wide range of key stakeholders in which the person with a disability and their carers' are the key partners. The effectiveness of the completed adaptation should be measured by the extent to which it meets the individual's needs sensitively, efficiently and cost effectively.

A Performance framework has been developed which outlines the key areas which require to be measured and monitored, in order to evaluate if the Housing Solutions & Adaptations service model is effective in its stated objectives. The performance measures will complement wider service performance, monitoring and evaluation and effectively measure outcomes for service users and their carers ('the difference being made'). The aim is to robustly capture performance information which evidences the Outcomes from earlier intervention, Housing Solutions approach across the Partnership, as well as key, common performance information, regarding the provision of adaptations.

There are a range of organisations involved in delivering the Housing Solutions and Adaptations service:

- Glasgow HSCP
- GCC Regeneration services
- GCC Private Sector Team
- Registered Social Landlords
- Care & Repair
- Assisted Living team
- Building Services

Each of these organisations has their own performance measurement frameworks and these will be utilised to complement the gathering of Housing Solutions specific information.

The objectives of the city-wide performance framework is to provide a city-wide picture of the Housing Solutions and Adaptations service which will:

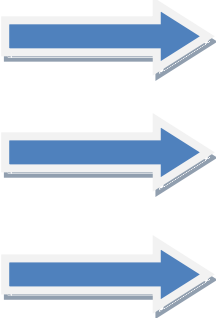
- Provide a bench-mark for delivery
- Become part of the monitoring framework of the Health and Social Care Partnership.
- Inform policy and practice

Service objectives	<ul style="list-style-type: none"> • The overall service objectives are outlined in the diagram below. These will be used to measure wider service improvements
Performance indicators	Performance will be measured through an annual snap shot of performance across the city which will measure time, quality of delivery and outcomes.

- This will be based on a sample (e.g.10% of cases) which will be determined from the start of the financial year to allow each organisation to gather the relevant performance data across the year.
- Each organisation will submit their performance data at the end of the financial year and the city wide report will be collated by the HSCP.
- The work will be proportionate for each organisation and should draw on data which is already being collected.
- To capture Outcomes, and customer satisfaction, a survey will be carried out on the cases identified.

Service user outcomes/Experience

- Supports people to stay at home for as long as possible
- Prevents unnecessary hospital admissions
- Supports people to get home from hospital
- Helps people make the right housing choices



Performance measures

- Service user outcomes/Experience
- End to end time taken across a range of adaptations, housing provision, and other solutions, and,
 - evidencing the roles of those staff/services involved in the processes (to measure the effectiveness of the Housing Solutions programme approach)
 - Minor to complex adaptations;
 - housing solutions – for example, rehousing
 - other solutions – for example, re-ablement
 - User experience satisfaction
 - User Outcome

10. Training and Development

The 'Housing Solutions' training programme has been developed to apply the principles of Adapting for Change. Encouraging wider responsibility across our housing, health and social care services, for the much earlier identification and discussion of housing needs and solutions with people in our communities who need advice and support. Emphasis is on early intervention, simple solutions, exploration of rehousing opportunities, and personal outcomes.

The training modules support this ethos and encourage a multi-partnership integrated approach to identifying and assessing for local solutions. This ensures that needs can be identified, and solutions provided, by a wider range of front-line staff across Housing, health and social care, and third sector settings. The expectation is that this encourages earlier discussion about changing housing needs, and helps people to consider rehousing before crisis occurs. This also supports the identification of standardised adaptations solutions by non-OT staff, removing the traditional requirement for a 'social work' occupational therapy assessment for every 'adaptation' solution.

<p>Housing Solutions & Adaptations Training programme</p>	<ul style="list-style-type: none"> • The training programme has been designed to be delivered in localities by inter-agency (Housing, Health & Social Care) trainers. The format is classroom based and will utilise case-studies (Service user stories) and demonstration areas where possible (e.g. Stairlifts, bathrooms, Telecare etc...) to help with the assessment element of the modules. • The programme will be delivered in a targeted way to engage key services and staff across all relevant service settings. • The Training programme will be evaluated to ensure the effectiveness of the learning in terms of achieving the desired service outcomes. • Overall governance and planning for the training programme will be overseen by the Housing Solutions Governance group.
<p>Training modules</p>	<ul style="list-style-type: none"> • There are 3 levels of Training Module within the training programme. The first level (Module 1) encompasses the key principles and aims of the AFC programme, and sets the tone for the overall approach in terms of 'acting early' and having 'the right (housing) conversations'. This can be delivered to all staff who come in contact with people who need timely and effective advice about a range of Housing based solutions. Modules 2 & 3 will be for those staff who have a designated assessing role for the provision of adaptation and technology solutions. • An additional Module is available to support the training of the inter-agency trainers. • The training modules strongly emphasise good assessment practice and encourage assessors to take a 'minimum intervention approach', consider their reason for provision, contraindications, recording of decision making, and a note of alternatives considered and discussed with the service user. • The training is supported with a competency framework.

<p>Trainers</p>	<p>Effective delivery of partnership training is reliant on the use of practitioner trainers from across professional and agency services.</p> <ul style="list-style-type: none"> • The trainers will be paired with colleagues from other professions/service settings/ agencies to mix the experience and enhance the joint working ethos. • It is expected that services/partners will ensure that their service areas all contribute to the provision of appropriate staff to act as trainers and support the delivery of the training programme. • The Trainers will be supported in their roles and contribute to the evaluation of the learning process.
<p>Service users and carer involvement</p>	<p>To make the training as effective as possible, service user and carers experiences should be reflected in the training mediums e.g. use of digital stories, case studies etc. Service users and carers' views should also influence the development of training modules.</p> <ul style="list-style-type: none"> • The Training programme encompasses service user's stories to illustrate the key issues facing people who rely on Housing and Adaptations to meet their needs. • Digital stories will also be used to help staff understand the Housing Solutions approach.