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**Item No: 12**

**Meeting Date: Wednesday 22<sup>nd</sup> September 2021**

## **Glasgow City Integration Joint Board**

**Report By:** Jacqueline Kerr, Assistant Chief Officer, Adult Services and North West Locality / Interim Chief Social Work Officer

**Contact:** Karen Lockhart, Head of Service OPPC North West Locality  
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### **Proposed Review of Private Sector Adaptation Policy**

**Purpose of Report:**

The purpose of this report is to request agreement from the Integration Joint Board, to progress a review of the current private sector disabled adaptations policy within Glasgow City.

**Background/Engagement:**

This paper outlines the context of the present Glasgow private sector grants scheme for major disabled adaptations within privately owned homes.

There has been agreement and positive feedback from initial discussions between the HSCP and City Building regarding the need for a review of the Private Sector Adaptation Policy.

The current arrangements with Assisted Living/City Building have resulted in circumstances where service users have been unable to afford their financial contribution to works for the recommended adaptations.

It is also noted that the Policy and procedures to support provision of Private Sector Scheme of Assistance have not been reviewed in over 10 years.

In addition, recent service user and third sector challenges to this arrangement have identified gaps in choice and best value, leading to the need for a review. Two complaints in particular have highlighted direction to review the policy.

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<b>Recommendations:</b>	<p>The Integration Joint Board is asked to:</p> <ul style="list-style-type: none"><li>a) Approve a review of the policy for private sector adaptations including the service and processes which support it and ensure it is compatible with Self Directed Support legislation. This will include co-production as a key element to the review approach, in line with the HSCP Participation and Engagement Strategy;</li><li>b) Approve commissioning for a future policy that supports future service provision aligned to service user choice and best value; and</li><li>c) Support a test of change that will inform on the possible benefits of utilising modular recyclable ramps, with expected outcomes to enhance timeous provision, value for money and a tenure neutral approach.</li></ul>
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### Relevance to Integration Joint Board Strategic Plan:

**Shifting the balance of care – Promoting choice and independence in the community**

### Implications for Health and Social Care Partnership:

<b>Reference to National Health &amp; Wellbeing Outcome:</b>	<p><b>Outcome 2:</b> People, including those with disabilities or long-term conditions, or who are frail, are able to live, as far as reasonably practicable, independently and at home or in a homely setting in their community.</p> <p><b>Outcome 9:</b> Resources are used effectively and efficiently in the provision of health and social care services.</p>
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<b>Personnel:</b>	None
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<b>Carers:</b>	Effective provision of Adaptations directly benefits care provision and supports remaining at home.
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<b>Provider Organisations:</b>	City Building are the current provider of major adaptations in private sector housing through the current policy.
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<b>Equalities:</b>	The review of the current policy will take into consideration the needs of people with protected characteristics to ensure the policy has an equality focus. Any revisions to the policy will be subject to an Equalities Impact Assessment to understand any potential impacts on protected groups and required actions to mitigate them.
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<b>Fairer Scotland Compliance:</b>	The review of the policy and any revisions to the policy will consider the duty to mitigate the effects of socio-economic disadvantage experienced by service users and citizens.
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<b>Financial:</b>	None
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<b>Legal:</b>	Responsibility for Aids and Adaptations is delegated to the IJB via the Housing (Scotland) Act 2006 Section 71(1)(b) (Assistance for housing purposes.)
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<b>Economic Impact:</b>	Better use of resources, and review of affordability of adaptations to Service users' homes.
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<b>Sustainability:</b>	None
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<b>Sustainable Procurement and Article 19:</b>	The review of the current Adaptations service and policy will enable the future service and policy to adhere to Sustainable Procurement and Article 19.
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<b>Risk Implications:</b>	Failure to review the policy will generate a risk that provision of adaptations will not be sustainable within the resources available.
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<b>Implications for Glasgow City Council:</b>	Effective adaptations provision supports people to remain at home longer and with more opportunity to access communities.
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<b>Implications for NHS Greater Glasgow &amp; Clyde:</b>	Effective adaptations provision supports people to remain at home longer where long term conditions are managed in communities.
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<b>Direction Required to Council, Health Board or Both</b>	
<b>Direction to:</b>	
1. No Direction Required	<input type="checkbox"/>
2. Glasgow City Council	<input checked="" type="checkbox"/>
3. NHS Greater Glasgow & Clyde	<input type="checkbox"/>
4. Glasgow City Council and NHS Greater Glasgow & Clyde	<input type="checkbox"/>

**1. Purpose**

1.1. The purpose of this report is to request agreement from the Integration Joint Board to review of the current private sector disabled adaptations policy.

**2. Background**

2.1. The provision of adaptations is an integral part of the Health and Social Care Partnership's community assessment and service provision and is essential to prevent admission to hospital and residential care, facilitate timeous discharge from hospital and support individuals to live safely at home.

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Responsibility for delivery of functions relating to housing adaptations is delegated to Glasgow City IJB. 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 major adaptations to service users living in private sector housing
- 2.2. Major adaptations are often the last option explored by Occupational Therapy (OT) staff in order to optimize a service user's independence within their own home and community, therefore the governance around the processes are robust.
- 2.3. Since 2012, all major adaptation works in private sector housing have been carried out by a managed service, "Assisted Living", a division of City Building LLP and funded through Scheme of Assistance grant applications. Grant applications are processed through a 'Managed Service' which consists of City Building working in partnership with Neighbourhood Housing and Regeneration Services (NRS) and Glasgow City Health & Social Care Partnership.
- 2.4. Whilst this service has both benefits and challenges, there have been recent service user and third sector challenges regarding this arrangement, identifying gaps relating to choice and best value. These challenges have prompted the Occupational Therapy service to explore alternative options and understand any potential gaps in provision. Two complaints in particular have highlighted direction to review the policy.
- 2.5. In the context of these challenges, consideration has been given to key principles within legislation for Self-Directed Support and the Adult Social Care Review 2021, where recommendations are that services should keep the service user's needs, rights and choice at the heart of intervention and care.
- 2.6. Glasgow City HSCP is also committed to the key principles within the Partnership Joint Protocol Housing Solutions & Adaptations 2019, of a tenure neutral, person-centred approach to meeting needs, offering a range of potential options, alongside early intervention and timeous provision.

### **3. Current Service provision**

- 3.1 The current 'Managed service' from Assisted Living/City Building has been in place since 2012, following a significant review in 2010 of home owners experiencing significant problems with privately commissioned disabled adaptation work.
- 3.2 Assisted Living/City Building Glasgow LLP administrate and provide all works, including coordinating quotes, drawings, planning and warrants, alongside installation of moderate level work, such as showers, ramps, rails, door alterations, and more complex works such as bathroom extensions.

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- 3.3 Support and assistance is provided to applicants and their families at all stages of the process, incorporating design requirements in consultation with the Occupational Therapist to meet the client's needs, and assisting the home owner with all necessary paperwork including grant application and any planning/warrant applications.
- 3.4 Glasgow City IJB are the only known Integration Authority within Scotland that has a managed adaptations services of this kind. Whilst it is recognized there are key benefits to this single pathway service, Glasgow City HSCP have recently been directly challenged by third sector agencies (e.g. MND Association) and service users on both the affordability and limitations relating to choice that the current service offers.
- 3.5 It is also noted that the Policy and procedures to support provision of Private Sector Scheme of Assistance have not been reviewed in over 10 years and as such, may benefit from review, alongside updated legislation and practice.

## 4. Key Benefits of the current service

- 4.1 It is recognized that elements of the current service support timely process and provision of adaptations and should be considered during any review. The following benefits have been described by the OT and NRS service:
- The managed element of the service ensures the service user does not require to source quotes, drawings, any warrant application, or organize and manage the work once on site. Where there is no such management aspect, this can be a source of stress and anxiety for users who can be vulnerable, challenged with the complexity of disability, or may not have the skills or capacity and knowledge to gain suitable quotes, drawings etc.
  - By simplifying the whole process to an internal single service, this may have reduced timescales associated with each step of the process. The service has also been responsive to deliver minor adaptations urgently where required.
  - There is an element of quality assurance for the HSCP. Works are supervised on site by experienced trades, to ensure compliance with regulations and all requirements laid down by the Health and Safety Executive. The service also undertakes a final sign-off of the works to the applicant's satisfaction with a post work guarantee.
  - Currently there are good working relationships between the HSCP Occupational Therapy (OT) service and Assisted Living services, who are responsive to communication and service needs.

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### 5. Key Challenges of the current service

5.1 Despite the benefits above there are some areas to be considered for improved service delivery for the HSCP, which include the following challenges arising in the current model and service:

- The service user is limited in choice solely to City Building providing adaptations. Grant funding cannot be approved for any alternative providers, which is in conflict with the Self Directed Support legislation. Glasgow's position is unique as most other local authorities provide service users with choice through the process of sourcing 2-3 quotes from a range of providers; this promotes service user choice and best value. This type of tendering process is similar to that of the principles applied within Self Directed support.
- There has been recent challenge from service users that the service may not be best value. Costs remain higher than average for the undertaking of works such as ramps and showers, and in particular much higher where complex levels of work are required (e.g. extensions). These costs have been challenged by service users who have sought external quotes for work in recent months.
- Ramp provision: Currently the HSCP and City Building only have specification within the current policy for permanent ramp provision whereas there are modular ramp options available that could be explored.

### 6. Proposed review of current service

6.1 As a result of the issues identified above, this report recommends a review of current policy in relation to the provision of adaptations within Glasgow City. The proposed review will cover:

- Principles of Self Directed Support require us to explore any potential adaptations provision that allows for greater service user choice
- The proposed review would take account of a cost benchmarking exercise for best value on provision of adaptations across other HSCP's and providers. This will inform any financial implications and best value.
- Service user engagement will be incorporated for co-production and to ensure the engagement process is in line with the HSCP Participation and Engagement Strategy
- Corporate OD support will be requested for the engagement and planning of the review and any subsequent policy formation.
- Test of change to be undertaken to review the potential for modular ramp provision and procurement. This would also inform strategy and potential for equal provision across all tenures.

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- Request for procurement and legal engagement will be sought to ensure adherence to best value and procurement legislation.

### 7. Outcomes

- 7.1 It is anticipated the review will provide a range of options for the IJB to consider, before a policy is drafted to support service delivery.
- 7.2 The information established from the review aims to provide an efficient, and cost-effective adaptation service within finite resources for all stakeholders, taking into account the health and well-being of the individual, and supporting a tenure neutral approach.

### 8. Recommendations

- 8.1 The Integration Joint Board is asked to:
- a) Approve a review of the policy for private sector adaptations including the service and processes which support it and ensure it is compatible with Self Directed Support legislation. This will include co-production as a key element to the review approach, in line with the HSCP Participation and Engagement Strategy;
  - b) Approve commissioning for a future policy that supports future service provision aligned to service user choice and best value; and
  - c) Support a test of change that will inform on the possible benefits of utilising modular recyclable ramps, with expected outcomes to enhance timeous provision, value for money and a tenure neutral approach.

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## Direction from the Glasgow City Integration Joint Board

1	Reference number	220921-12
2	Report Title	Proposed Review of Private Sector Adaptation Policy
3	Date direction issued by Integration Joint Board	22 September 2021
4	Date from which direction takes effect	22 September 2021
5	Direction to:	Glasgow City Council only
6	Does this direction supersede, revise or revoke a previous direction – if yes, include the reference number(s)	No
7	Functions covered by direction	Occupational Therapy, Neighbourhood Regenerations Services, Assisted Living/City Building Glasgow LLP
8	Full text of direction	Glasgow City Council is directed to carry out a review of the current Private Sector Adaptation Policy.
9	Budget allocated by Integration Joint Board to carry out direction	Direction to be carried out within the existing resources
10	Performance monitoring arrangements	In line with the agreed Performance Management Framework of the Glasgow City Integration Joint Board and the Glasgow City Health and Social Care Partnership.
11	Date direction will be reviewed	22 September 2022

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