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Housing Advice Note

Statutory Guidance to Integration Authorities, Health Boards and Local Authorities on their responsibilities to involve housing services in the Integration of Health and Social Care, to support the achievement of the National Health and Wellbeing Outcomes.



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The Aim of this Guidance

This Guidance is intended for use by Integration Authorities, Health Boards and Local Authorities. Section 53 of the Public Bodies (Joint Working) (Scotland) Act 2014 (“the Act”) requires Integration Authorities, Health Boards and Local Authorities to have regard to this guidance when exercising functions under the Act . This guidance focusses on housing services as an integral part of person-centred approaches and the wider delivery of health and social care integration.

This guidance applies especially to the preparation of Integration Authorities’ Strategic Commissioning Plans (section 5), which must include a Housing Contribution Statement (see section 7).

1. Introduction

- 1.1. The Scottish Ministers consider it essential that housing services are coordinated with health and social care in order to achieve joined-up, person-centred approaches.
- 1.2. The [Public Bodies \(Joint Working\) \(Scotland\) Act 2014](#) establishes the legal framework for integrating health and social care in Scotland. The Act requires each Health Board and Local Authority to delegate some of its functions to an Integration Authority. One of the aims is to address challenges associated with the current health and social care system in Scotland, including the need to respond to an ageing population which will put increasing strain on demand led services and budgets. A key aim of integration is to shift the balance of care from acute to community-based settings, and to ensure services and resources can be used more flexibly to better meet need, including through earlier intervention to take future demand out of the system.
- 1.3. Secondary Legislation and Guidance, including advice notes, support the arrangements for integrating health and social care, in order to improve outcomes for patients, service users, carers and their families. **This Housing Advice Note (HAN) is statutory guidance to Integration Authorities, Health Boards and Local Authorities under the Public Bodies (Joint Working) (Scotland) Act 2014.** It applies especially to the preparation of Integration Authorities' Strategic Commissioning Plans, which must include a Housing Contribution Statement (see section 7). It is also of relevance to Local Authorities in their role as the strategic housing and planning authority, and to other housing organisations such as Housing Associations¹.

2. The Role of Housing in the Integration of Health and Social Care

- 2.1. Local Authorities, Housing Associations and other housing organisations can make a contribution to the achievement of many of the [National Health and Wellbeing Outcomes](#). For example, Outcome 2:

'People, including those with disabilities, 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'.

¹ Or 'Registered Social Landlords'

2.2. Successful integration of health and social care services should provide for more people to be cared for and supported at home or in a homely setting. Outcome 2 aims to ensure delivery of community based services, with a focus on prevention and anticipatory care, to mitigate against inappropriate admission to hospital or long term care settings. It recognises that independent living is key to improving health and wellbeing, and responds to the Scottish Ministers' commitment to support the reshaping of services to better care for and support the increasing number of people with complex needs.

2.3. The housing sector has for many years contributed positively to improving health and well-being across our communities. However this now has to be taken to a new level to respond to the emerging challenges. For example it is not only about enabling independent living for people, but also being more effective in preventing admissions to hospital, alleviating delayed discharge and contributing to tackling health inequalities affecting the population.

2.4. Housing organisations have a track record of providing holistic support to tenants, residents and homeless people, which makes them well placed to align their services with integrated health and social care services. Examples of housing services which contribute to the achievement of the Health and Wellbeing outcomes include:

- Providing and maintaining modern homes which meet the diverse needs of tenants, including those with particular needs;
- Arranging and undertaking adaptations to council and Housing Association homes, and helping owners and private tenants to fund and undertake adaptations; providing preventative services such as Care and Repair and "handyperson" schemes;
- Repairing and upgrading social rented housing;
- Providing technology and telecare to help people manage their lives at home;
- Ongoing housing support to those who need help to manage their life in their home; this can range from low level activity (such as tenancy support) to more intensive support for those with complex needs. It can be provided by social landlords² and other organisations to tenants and others in housing need.
- Giving advice to those facing difficulties with their housing, including those facing increasing frailty and those at risk of homelessness; this can include advice on housing choices, welfare advice, advocacy support, befriending services, and assistance in finding alternative housing.

² Local Authorities and Housing Associations

- For those who do become homeless, providing emergency accommodation, temporary accommodation and settled accommodation, in each case with the appropriate level of housing support;
- Providing housing and tenancy support to young people leaving care as well as access to other services.

2.5. This Advice Note covers the key aspects of joint working arrangements that are required at local level between Integration Authorities and the housing sector. There will be a particular connection with Local Authorities in their statutory role as strategic housing and planning authorities. Housing Associations and other housing service providers are also vital partners in both the planning and delivery of housing, care and support services.

2.6. The remainder of this Advice Note focuses on the main areas of importance in regard to joint working with the housing sector. These are:

- Delegated and non-delegated housing functions (Section 3)
- Some key housing functions of particular relevance (Section 4)
- The Strategic Commissioning Plan and the role of Housing (Section 5)
- Locality Planning and the role of Housing (Section 6)
- The Housing Contribution Statement (Section 7)

2.7. In some sections a box highlights the key advice points to follow in relation to joint working with the housing sector.

3. Delegated and non-delegated housing functions

3.1. The wide variety of housing services outlined in paragraph 2.4 is delivered by Local Authorities, Housing Associations and other organisations in the public, private or voluntary sectors. While some housing functions of Local Authorities must be delegated, many housing functions will remain outwith the formal responsibilities of Integration Authorities.

Delegated housing functions

3.2. The 2014 Act provides the statutory framework for driving forward these changes and is supported by a set of regulations that prescribe the housing-related functions that **must** be delegated by a Local Authority. In addition the regulations set out where Local Authority housing-related functions **may** be delegated subject to local agreement.

A. Housing- related functions that “must be” delegated		
Act	Section/s	Functions
Housing (Scotland) Act 2001	Section 92(2)(a)	Provision of assistance to registered social landlords in relation to provision and improvement (etc) of housing, but only in so far as it relates to an aid or adaptation.
Housing (Scotland) Act 2006	Section 71(1)(b) (2)(e)&(f):	Provision of assistance to any person for housing purposes, but only in so far as it relates to an aid or adaptation.
Local Govt & Planning (Scotland) Act 1982	Section 24	Provision of gardening assistance for people with disabilities and to older people
Social Work (Scotland) Act 1968	Section 12	Assessment of need and provision of social welfare services including residential care, personal care and housing support. (NB: Housing Support is a ‘must’ be delegated function only in so far as it is provided in conjunction with personal care).

B. Housing-related functions that “may” be delegated		
Act	Section/s	Functions
Housing (Scotland) Act 1987	Sections 4, 5 and 5A and Part II	Power of local authority to provide furniture, etc. Power of local authority to provide board and laundry facilities; Power of local authority to provide welfare services; Functions in relation to homelessness
Housing (Scotland) Act 2001	Sections 1, 2, 5, 6, 8 and 92	Homelessness strategies; Advice on homelessness; Duty of registered social landlord to provide accommodation; Duty of registered social landlord: further provision; Common housing registers; Housing support where it provides assistance to sustain accommodation rather than personal care

3.3. Where a function is delegated by the Local Authority, the Integration Authority takes on full responsibility for planning and directing the delivery of that service, and for allocating the associated budget.

Joint working with regard to non-delegated housing functions

3.4. **The need for coordination between health & social care and housing services applies also to housing functions which have not been delegated**, or indeed which cannot (under the Act) be delegated. It remains necessary to engage with their local housing sector and jointly drive forward the housing contribution to better health and well-being among the population.

3.5. Sometimes this will require a rebalancing and reprioritisation of existing services; at other times it may require innovative solutions, for example to enhance preventative care – whether funded by the Integration Authority or from housing resources. The organisational diversity, skills, experience and partnership structures within the housing sector provide a solid foundation for Integration Authorities to engage with housing organisations to find new and innovative solutions to meet local needs.

4. Some key housing functions of particular relevance

4.1. This section provides information about key housing services which must or may, in part, be delegated by the Local Authority: adaptations, aids and equipment; housing support; and homelessness services. A good source of evidence on the scale of current, and future provision, of these items can be found in Local Authority [Housing Need and Demand Assessments](#).

Adaptations, aids and equipment

4.2. The provision of adaptations, aids and equipment under the Housing (Scotland) Acts 2001 and 2006 must be delegated. This means that Integration Authorities will take on responsibility in relation to adaptations provided to council tenants and those living in the private sector such as home owners and private renters, as part of the planning and direction of integrated health and social care services.

4.3. Currently there are different arrangements for funding adaptations for tenants of Housing Associations, which are directly supported by the Scottish Government.

4.4. Further information can be found in a separate [Advice Note](#) about Adaptations, Aids and Equipment.

Housing Support

4.5. Housing support services have developed over a number of years as a response to a wide range of needs, with the aim of helping people to live independently in the community. Recipients of housing support services cover a wide range of population needs including the homeless, people with mental health issues, disabilities, older people and young people.

4.6. Housing support services can be delivered in conjunction with personal care and support services, and where this happens the housing support service will be planned and directed, alongside integrated health and social care services, by the Integration Authority. Examples of such services include care at home and support services for people with learning disabilities, mental health problems and / or dementia, delivered in their own homes, sometimes on a 24 hour basis. There are other types of housing support service which do not involve personal care and it will be the decision of Local Authorities as to whether or not they delegate their planning and delivery of these services to the Integration Authorities. Examples of such services include resettlement services, supported accommodation for people who are homeless, sheltered housing services and women's refuges.³

4.7. Overall to achieve improved outcomes across the population it is important that Integration Authorities and strategic housing authorities work closely together on key aspects of housing support including:

- Assessing the range of housing support needs across the population and understanding the link with health and social care needs;
- Identifying common priorities that are reflected in both the Local Housing Strategy and Strategic Commissioning Plan (see also section 5 below);
- Identifying and making best use of resources to meet the housing support needs of the local population.

Homelessness services

4.8. The Act allows for the delegation of various homelessness functions by a Local Authority. The delegation of these functions is **not** mandatory.

³ See also the Care Inspectorate's description of Housing Support services in [Inspecting and improving care and social work in Scotland](#), page 91

However, whether the services are delegated or not, it is imperative that Integration Authorities and strategic housing authorities work closely together on improving outcomes for homeless households, given the acknowledged link with health inequalities. Improved joint working is required on:

- Assessment of the housing, health and social care needs of the homeless population;
- Formulation and delivery of homelessness strategies and the link with the Strategic Commissioning Plan;
- Joint commissioning of advice and support services for homelessness, making best use of the resources available.

Conclusion

4.9. Specifically in relation to adaptations, housing support and homelessness the expectation is that the new strategic planning process for health and social care provides an opportunity to bring together a joint focus on priorities and shared outcomes, and highlight more clearly the housing contribution.

Key Points on Adaptations, Housing Support & Homelessness

- ✓ Adaptations services for council tenants and those living in the private sector must be delegated in tandem with a focus on improving planning and delivery across all tenures.
- ✓ Integration Authorities, Health Boards and Local Authorities need to consider the arrangements for improved joint working on homelessness and housing support.
- ✓ A joint analytical capacity needs to be developed to improve understanding of housing, health and support needs of specific population groups.
- ✓ Joint priorities, resourcing and commissioning for homelessness and housing support should be developed and articulated through both the Local Housing Strategy and Strategic Commissioning Plan.

5. The Strategic Commissioning Plan and the role of Housing

5.1. Strategic planning is a vital part of ensuring that public services remain focussed on the needs of the population, perhaps especially at times when services are being reshaped. Both for housing and for health and social care, the respective legislation sets out specific requirements for strategic planning. This section summarises the main points and describes how planning for housing services and for health & social care can be better aligned.

The Strategic Commissioning Plan

- 5.2. The Integration Authority must prepare and produce a Strategic Commissioning Plan, or SCP (referred to in the Act as a “strategic plan”). This plan will have a 3 year life-cycle and provide the strategic context for the commissioning of services as directed by the Integration Authority. All delegated functions must be included within the plan and an annual financial statement provided. The plan will set out how the delegated functions will be delivered and the resource allocation to support the achievement of national and local health and well-being outcomes.
- 5.3. The [Strategic Commissioning Plan Guidance](#) provides a framework for the operation of the strategic commissioning function by the Integration Authority. Strategic commissioning is the term used for all the activities involved in assessing and forecasting needs, linking investment to agreed desired outcomes, considering options, planning the nature, range and quality of future services and working in partnership to put these in place. The Guidance states that the SCP should ensure correlation with other local policy directions as outlined in, for instance, Single Outcome Agreements, NHS Local Delivery Plans, **Housing Strategies**, NHS Clinical Strategies, community plans and other local corporate plans.

The Local Authority’s Local Housing Strategy

- 5.4. The Local Housing Strategy is a Local Authority’s strategic document for housing and housing services. The Housing (Scotland) Act 2001 sets out the strategic responsibilities of Local Authorities to:
- Prepare a Local Housing Strategy (LHS) and keep it under review;
 - Assess housing needs, demand and condition, including for specialist housing and housing related services (Local Authorities collate evidence on this in [Housing Need and Demand Assessments](#) including on accessible and adapted housing, wheelchair housing, and housing support services for independent living);
 - Assess the level of homelessness and produce a homelessness strategy. (In most cases, the homelessness strategy will form part of the LHS.)
- 5.5. The Housing (Scotland) Act 2006 also introduced a requirement for a Local Authority to include as part of their LHS a strategy detailing a Scheme of Assistance – for improving the condition of houses. This Scheme of Assistance outlines how a Local Authority will help people living in private sector housing (home ownership or private renting) to repair and maintain their homes as well as adapt them to meet their needs (i.e. adaptations services).

5.7. The Scottish Government published updated [LHS Guidance](#) in August 2014 which, among other things, includes a specific focus on specialist housing and independent living, including the role of housing in health and social care integration. It emphasises the need for strategic planners in both the Local Authority housing and planning functions to engage with health and social care planners to share evidence, identify needs and plan solutions for those with ‘specialist’ needs. It highlights the importance of involving stakeholders in the strategic housing planning process undertaken by Local Authorities. These include social services, the NHS and Housing Associations as well as tenants and residents.

Coordinating the SCP and the LHS

5.8. It is clearly desirable for there to be strategic coordination between the expressed approaches of the SCP and the LHS as they relate to health and housing. Three requirements to support this coordination are: the involvement of housing representatives in the Integration Authority’s Strategic Planning Group and localities; shared work on the Needs Assessments underpinning the two strategies⁴; and the production of a Housing Contribution Statement by each Integration Authority, as part of its Strategic Commissioning Plan, to explain how services have been aligned.

5.9. An Integration Authority is obliged by the legislation to establish a **Strategic Planning Group** (SPG) for its area, for the purposes of preparing the SCP. In addition the Integration Authority is required to involve a range of relevant stakeholders, including “non-commercial providers of social housing” and other interests. Housing stakeholders should therefore be fully involved, informed and consulted on the SCP.

⁴ The Joint Strategic Needs Assessment (JSNA) and the Housing Need and Demand Assessment (HNDA)

- 5.10. Underpinning the strategic commissioning plan will be a **Joint Strategic Needs Assessment (JSNA)** analysing the needs of local populations to inform and guide the commissioning of health, wellbeing and social care services within the area. The main goal of a JSNA is to accurately assess the care needs of a local population in order to improve the physical and mental health and wellbeing of individuals and communities. Given the strong focus on the importance of home to better health and well-being outcomes, it is imperative that the interaction between housing, health and social care needs within the local population is considered.
- 5.11. There may be opportunities to use evidence of need, collated through the JSNA, as part of the evidence for a Housing Need and Demand Assessment, and vice versa.
- 5.12. The Joint Improvement Team has published a [User Guide](#) for assessing the housing related needs of older and disabled households. The guide's primary purpose is to improve analytical capacity in strategic housing planning and understand better the impact on health and well-being. It has also been designed as a tool in 'making connections' across the housing, health and social care sectors to:
- Develop a deeper shared understanding of local population dynamics and communities, the services and assets that exist and how these are distributed across the local area;
 - Broaden understanding of the structure and features of housing and neighbourhoods and how these facilitate or hinder individuals to live independently for as long as possible;
 - Assess the potential role of specialist housing and well-designed mainstream housing for older and disabled households to inform the setting of joint local strategic priorities;
 - Consider ways in which housing providers could reach people before they require more costly, long-term interventions and contribute to the goal to deliver locally appropriate preventative intervention and services.
- 5.13. Closer alignment of the LHS and the SCP will improve joint understanding of the housing, health and social care needs of individuals and their families and the provision of services by Integration Authorities, Local Authority Housing, Housing Associations and others. **A Housing Contribution Statement, forming a discrete part of the SCP, is required to provide this bridge to the LHS.** Section 7 of this Advice Note gives more details.

Key Points on the SCP and the role of Housing

- ✓ The Integration Authority should involve the Local Authority Chief Housing Officer in current and future discussions on health and social care integration
- ✓ The lead officer/s responsible for the development and implementation of the Local Housing Strategy should be involved in the development of the SCP and the Joint Strategic Needs Assessment (JSNA).
- ✓ The JSNA may consider and draw upon the housing needs and demand evidence outlined in the Local Housing Strategy.
- ✓ In areas where the Local Authority has transferred all its housing stock to a Housing Association, there should be agreement between the Integration Authority and the local housing sector (LA and Housing Associations) on arrangements for representation and input into the Strategic Commissioning Plan process.
- ✓ Best practice would point to a need for the Strategic Planning group in all areas to have at least two housing representatives – one from the Local Authority and one from a Housing Association.

6. Locality Planning and the role of Housing

6.1. The development of **Locality Planning** arrangements is an essential part of the integration agenda. By virtue of section 23(3), all Strategic Commissioning Plans prepared under the Act require to make provision about localities, and [Guidance](#) emphasises that they must reflect closely the needs and plans articulated at locality level. All Integration Authorities will have at least two localities as part of their local arrangements for planning and delivering services and these interests must be represented on the overall Strategic Planning Group.

6.2. Once the localities are established, it is imperative that the wider housing sector is involved in both shaping and delivering the Locality Planning arrangements. Housing organisations such as Housing Associations plan and deliver services at locality and neighbourhood level and have an important role in shaping the joint service response to meet housing, health & social care needs. Housing Associations have also the capability and experience of delivering a wide range of innovative housing, care and other services that positively impact on health and well-being. In many localities they play a pivotal role in shaping and regenerating communities. Consideration should also be given to the involvement of users of housing services and their representatives such as tenants and resident groups in Locality Planning.

Key Points on Locality Planning & the role of Housing

- ✓ The wider housing sector such as Housing Associations should be involved in Locality Planning arrangements.
- ✓ Consider the involvement of tenants and residents groups in Locality Planning.

7. The Housing Contribution Statement

7.1. Housing Contribution Statements (HCS) were introduced in 2013 and provided an initial link between the strategic planning process in housing at a local level and that of health & social care. At that time the HCS had a specific focus on older people and most Local Authorities based their initial HCS on their existing Local Housing Strategy.

7.2. With the establishment of Integration Authorities and localities, Housing Contribution Statements **now become an integral part of the Strategic Commissioning Plan**, and need to be expanded and strengthened accordingly. As a minimum they must set out the arrangements for carrying out the housing functions delegated to the Integration Authority under s29(2)(a) of the 2014 Act, and the expectation is that they will also, in accordance with s(29)(2)(c), set out **an overarching strategic statement of how the Integration Authority intends to work with housing services, whether delegated to it or not, to deliver its outcomes.**

7.3. This guidance sets out the new requirements for Housing Contribution Statements. The HCS will now set out the role and contribution of the local housing sector in meeting the outcomes and priorities identified within the Strategic Commissioning Plan. It is the responsibility of the **Integration Authority** to ensure that the HCS is in place as part of the Strategic Commissioning Plan. In practical terms, given the link to the LHS, it is anticipated that the strategic housing authority will assist closely in this, and that the strategic housing authority will make arrangements for the wider housing sector (i.e. Housing Associations) to contribute too.

7.4. LHS Guidance highlights the importance of the HCS to the strategic housing role of a Local Authority. The HCS can be seen as the 'bridge' between a Local Housing Strategy and the Strategic Commissioning Plan. In essence the expectation is that a seamless strategic process develops that is focused on shared outcomes, priorities and investment decisions that positively contribute to health and well-being.

7.5. The HCS therefore must:

- Briefly articulate the role of the local housing sector in the governance arrangements for the integration of health & social care;
- Provide a short overview of the shared evidence base and key issues identified in relation to housing needs and the link to health and social care;
- Set out the shared outcomes and service priorities linking the Strategic Commissioning Plan and Local Housing Strategy;
- Set out the current and future resources and investment required to meet these shared outcomes and priorities, and identify where these will be funded from the integrated budget and where they will be funded by other (housing) resources;
- Provide an overview of the housing-related challenges going forward and improvements required.
- Cover key areas such as adaptations, housing support and homelessness. It will also need to articulate the housing contribution across a wide range of groups including older people and those with disabilities, mental health and addictions

7.6. Annex 1 provides a suggested template for completion of a Housing Contribution Statement.

Key Points on the Housing Contribution Statement

- ✓ The Integration Authority must put in place a Housing Contribution Statement as part of the Strategic Commissioning Plan.
- ✓ The HCS should as a minimum cover:
 - a. The role of housing in the governance structures for health & social care integration;
 - b. The shared evidence base and key housing issues related to health and social care (mirrored across the SCP and LHS);
 - c. The shared outcomes and service priorities for housing, health & social care;
 - d. The current and future housing resource and investment contributing to meeting these outcomes and priorities;
 - e. An overview of future challenges and improvements required.
- ✓ Local Authorities should ensure that Housing Associations and other housing organisations such as Care and Repair services working in the local area are able to contribute to the HCS.
- ✓ While the HCS is the responsibility of the Integration Authority, good practice is that it should be signed off by the Local Authority Chief Housing Officer as well as the IA Chief Officer.

8. Further Information and Assistance

8.1. A range of Guidance has been produced in order to help facilitate the integration of health and social care. The full range can be accessed [here](#).

Annex 1

Suggested HCS format template

HCS Theme	The Local Housing Contribution
1. Briefly articulate the role of the local housing sector in the governance arrangements for the integration of health & social care. <i>(Note 1)</i>	
2. Provide a brief overview of the shared evidence base and key issues identified in relation to housing needs and the link with health & social care needs. <i>(Note 2)</i>	
3. Set out the shared outcomes and service priorities linking the Strategic Commissioning Plan and Local Housing Strategy. <i>(Note 3)</i>	
4. Provide an overview of the housing- related challenges going forward and improvements required. <i>(Note 4)</i>	

<p>5. Set out the current and future resource and investment required to meet these shared outcomes and priorities. Identify where these will be funded from the Integration Authority's integrated budget and where they will be funded by other (housing) resources. (Note 5)</p>	
<p>6. Additional Statement by Integration Authorities. (Note 6)</p>	

Note 1: Integration Authorities are required to set out the involvement and role of the Local Authority Housing Service, Housing Associations and other housing providers and interests in the governance arrangements for the Health & Social Care Partnership. This should be set out clearly taking into account the various levels of potential involvement in relevant structures such as the Integration Authority, Strategic Planning and Locality Planning. It could also include reference to wider consultation or partnership structures with the housing sector.

Note 2: This should briefly highlight the connection between evidence assembled through the Joint Strategic Needs Assessment and the Housing Needs and Demand Assessment (and any associated local housing evidence). It should identify the main housing-related issues for various groups that require a housing contribution to improve health and well-being. For example older people, homeless, disabled people, mental health or other relevant groups. It should also outline any gaps in the joint evidence base and proposals for addressing these.

Note 3: This section should highlight the direct link between the outcomes and service priorities identified in the Strategic Commissioning Plan and the Local Housing Strategy. It should be clear how the housing sector is going to contribute to meeting the outcomes and service priorities in the SCP (which in turn should reflect the contribution to the nine national health and well-being outcomes). Consideration of potential changes to housing services and provision should be part of this.

Note 4: This should set out any challenges identified in the housing system and among providers in improving the housing contribution to health and well-being. Proposals for addressing these challenges should be clearly articulated.

Note 5: This should outline the impact on resources and investment required to deliver the HCS element of the SCP. Consideration should be given to both services and the bricks and mortar element of housing both currently and in the future (at least over the 3 years of the SCP). It should clearly identify key housing resource and investment areas required to implement the SCP and deliver associated shared outcomes and priorities. Examples would include activities associated with adaptations, homelessness and housing support as well as any planned new housing provision to meet particular needs.

Note 6: This section is for Integration Authorities to provide any other additional information that in their view is relevant for their Housing Contribution Statement.



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