

**Subject:** **Adaptations Service**

**Purpose:** To provide an updated position on the Adaptations Service since delegation to NAHSCP and proposed next steps.

**Recommendation:** The Integration Joint Board approve the commissioning of demand analysis for future service requirements.

The Integration Joint Board approve the development of a formal Adaptations Policy.

<b>Glossary of Terms</b>	
NHS AA	NHS Ayrshire and Arran
HSCP	Health and Social Care Partnership
HRA	Housing Revenue Account
IJB	Integrated Joint Board
NAHSCP	North Ayrshire Health and Social Care Partnership
OT	Occupational Therapy
SLA	Service Level Agreement
PMI	Property, Management and Investment
RSL	Registered Social Landlords
SW	Social Work
SHIP	Strategic Housing Investment Plan

<b>1.</b>	<b>EXECUTIVE SUMMARY</b>
1.1	In March 2017 North Ayrshire Health and Social Care Partnership Integration Joint Board agreed the adaptations budgets and service provision would be delegated and administered by the Intermediate Care & Rehabilitation Services Senior Manager. In addition, it supported the development of new process and associated timescales as a means of ensuring clarity and equity of provision of adaptations, as well as developing a clear performance system (see Appendix 1).
1.2	Following delegation, on-going development of these adaptations processes were undertaken and several operational changes have taken place across the system to optimise functionality. This includes providing a partnership approach to decision making, centralising and providing a singular management structure to support staff involved in the Adaptations Service. The new approach includes building timescales into the process for efficient delivery and examining potential for procurement efficiencies. This development work has been coordinated with support from the NAHSCP Change team.

1.3	However, despite a noticeably large rise in demand on the Adaptations Service over the last two years, with a substantial waiting list in place for Council Tenant Adaptations funded through the Housing Revenue Account (HRA), as well as increased demand on the Scheme of Assistance (Owner Occupiers), the service has managed to introduce clear performance management systems and meet agreed timescales.										
<b>2.</b>	<b>BACKGROUND</b>										
2.1	During the past year, ongoing change work has progressed to ensure effective implementation of the delegated Adaptations Service. An Adaptations Steering group met on a 6 weekly basis involving key stakeholders from Housing, Building Services, Property Management and Investment (PMI), Finance, Social Work and Occupational Therapy partnership services in identifying areas for change. Multiple meetings have been held to understand, map and change various aspects of the adaptations pathway.										
2.2	With these changes, staff have expressed benefits of improved joint working and communication across the services, a collaborative commitment to ensuring effective provision, enthusiasm for change, and more creative solutions such as earlier housing solutions, charitable and rehabilitative interventions. The below table summarises these changes.										
	The Partnership team has worked hard to improve processes, turnover, removing previous bottlenecks, minimising the delay and risk to the service user. However demand continues to increase pressure on existing budgets. The partnership recognises the increasing demand of the older population, the impact of high level deprivation and lifestyle factors on well-being and the impact on health and mobility.										
2.3	<b>SUMMARY OF IMPROVEMENT</b>										
	<table border="1"> <thead> <tr> <th>Area of Process</th><th>Summary of improvement</th><th>Improved outcome for service user</th></tr> </thead> <tbody> <tr> <td><b>Single point of contact</b></td><td> <ul style="list-style-type: none"> <li>Ongoing work currently being undertaken for appropriate MDT screening of OT referrals to ensure right intervention.</li> </ul> </td><td> <ul style="list-style-type: none"> <li>✓ Right service, right time</li> <li>✓ Prevention of unnecessary adaptations.</li> </ul> </td></tr> <tr> <td><b>Occupational Therapy Assessment and supervision</b></td><td> <ul style="list-style-type: none"> <li>Introduction and development of essential criteria, standard specifications and consistent supervision.</li> <li>Timescales for assessment.</li> <li>Training in equipment provision and peer support across H&amp;SCP AHP services.</li> <li>Streamlined authorisation on minor adaptations.</li> <li>Early housing solutions and conversations training.</li> </ul> </td><td> <ul style="list-style-type: none"> <li>✓ Safe consistent OT recommendations.</li> <li>✓ Quicker and earlier intervention with equipment, adaptations and rehabilitation.</li> <li>✓ Early intervention for accessible housing solutions.</li> </ul> </td></tr> </tbody> </table>	Area of Process	Summary of improvement	Improved outcome for service user	<b>Single point of contact</b>	<ul style="list-style-type: none"> <li>Ongoing work currently being undertaken for appropriate MDT screening of OT referrals to ensure right intervention.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Right service, right time</li> <li>✓ Prevention of unnecessary adaptations.</li> </ul>	<b>Occupational Therapy Assessment and supervision</b>	<ul style="list-style-type: none"> <li>Introduction and development of essential criteria, standard specifications and consistent supervision.</li> <li>Timescales for assessment.</li> <li>Training in equipment provision and peer support across H&amp;SCP AHP services.</li> <li>Streamlined authorisation on minor adaptations.</li> <li>Early housing solutions and conversations training.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Safe consistent OT recommendations.</li> <li>✓ Quicker and earlier intervention with equipment, adaptations and rehabilitation.</li> <li>✓ Early intervention for accessible housing solutions.</li> </ul>	
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	<b>Complex Case Forum</b>	<ul style="list-style-type: none"> <li>• Introduction of 4 weekly timeous Housing and NAHSCP decision making for all complex cases.</li> <li>• Multidisciplinary approach, with key aspect in delivery of correct intervention, not always an adaptation.</li> <li>• Tenure neutral approach to all decision making.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Quicker joint decision making.</li> <li>✓ Right solution for long term needs.</li> <li>✓ Referral onto appropriate services.</li> </ul>
	<b>Ordering &amp; Delivery:</b>  <b>Local Authority tenure.</b>	<ul style="list-style-type: none"> <li>• Agreed SLA and Architect timescales, and procedure for extensions. Quicker quotes for external contractors.</li> <li>• Progress of compliant and value for money procurement, including pilot of ramp provision with Building services.</li> <li>• Reduced duplicated inspections.</li> <li>• Collaboration on scheduled bathroom upgrades with a negotiated charge to either capital upgrade programme or adaptations budget.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Quicker delivery of adaptations.</li> <li>✓ Best value solution.</li> <li>✓ Flexible ramp materials.</li> <li>✓ More adaptations provided within current finance.</li> </ul>
	<b>Ordering &amp; Delivery:</b>  <b>Private tenure.</b>	<ul style="list-style-type: none"> <li>• Extended provision of Scheme of Assistance to incorporate ramps, internal reconfiguration, kitchen alterations and other access solutions.</li> <li>• Review of Care &amp; Repair function and the roles undertaken.</li> <li>• Review of current adaptations contracts and progression of procurement exercises for handrails, banisters and door entry systems.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Improved choice in provider, materials, planning and architect provision</li> <li>✓ Better value for money freeing up finance for more adaptation provision.</li> </ul>
2.4	<b>DEMAND ON ADAPTATIONS BUDGETS</b>  Over the last two years there has been a steady rise ( <b>41%</b> ) in the demand for OT services which is reflected in the need for adaptations. In fact, from appendix two it can be noted, there is an increase in demand across the whole process.		
2.5	<b>PERFORMANCE AGAINST TARGETS</b>  Despite a significant increase in OT assessments and the increased requests received through both the grants and adaptations budgets, the introduction of new processes, as outlined in appendix 1, reflect performance within our agreed target timescales. In addition, performance within Local Authority Housing Adaptations has reduced by 7 days. For detailed information about performance, please see appendix 2.		
2.6	<b>ANNUAL BUDGET</b>  In March 2017, the IJB agreed the annual budget for adaptations for NAC tenures, would be set by Housing in line with the Scottish Housing Regulator and following consultation with tenants and Partnership. The NAC housing funding level needs to		

	take account of the varying factors within the Housing Revenue Account (HRA) business plan whilst considering demand. In addition, budget setting and management of the Scheme of Assistance (owner occupier) budget now sits within the Partnership. This is detailed more fully in appendix three.
2.7	In line with increased demand, both the HRA and the Scheme of Assistance (owner-occupiers) budgets are over committed. However, despite additional funds agreed mid-year to mitigate some of the impact of this commitment, this year's HRA Adaptations budget is fully committed to date. In order to further mitigate spend on the HRA budget a waiting list was put in operation early in the year, with a waiting list anticipated before the year end on Scheme of Assistance.
2.8	<p><b>RISK</b></p> <ul style="list-style-type: none"> <li>a) Continued increasing demand for Adaptations results in further waiting times on a finite budget.</li> <li>b) Increased waiting times in assessment and provision of adaptations that might otherwise prevent falls or injury and decreased health to service user and/or carer. Service users will continue to live in an unsuitable environment for their needs that will impact on health and wellbeing.</li> <li>c) Onward impact on health care and social care services which could have otherwise been prevented.</li> </ul> <p><b>Mitigation:</b> Recommended joint demand analysis and the introduction of a robust Adaptations policy as outlined below.</p>
3.	<b>PROPOSALS</b>
3.1	The Integration Joint Board is asked to approve the commissioning of a demand analysis with North Ayrshire residents, supported by the Change Team .This would entail a needs assessment carried out collaboratively with the Partnership and Housing Services, to better understand the future housing and adaptation needs of older people and people with complex needs. This would support early intervention and inform future adaptations service requirements.
3.2	The Integration Joint Board is also asked to approve the review of our current Adaptations Criteria for development of an Adaptations Policy collaboratively with Housing and PMI representatives, to ensure clearly defined financial thresholds for complex cases, alongside consideration of suitable charging policy. Both pieces of work will be reported back to the IJB within 6 months in order to provide adequate time for 2019/2020 year budgetary negotiations.
3.3	<b><u>Anticipated Outcomes</u></b>
	<ul style="list-style-type: none"> <li>• <b>Prevention and early intervention:</b> Service users will be able to maintain independence and remain at home longer as a result of appropriate adaptations being made available timeously. Currently NAHSCP Adaptations service provides in excess of over 1200 adaptations annually, with a rising demand. National evidence suggests that the provision of Adaptations can postpone care and admission to residential home, saving £28,080 per person<sup>1</sup>.</li> </ul>

<sup>1</sup> Laing and Buisson (2008) *Care of elderly people: UK market survey 2008*. London: Laing and Buisson.

	<ul style="list-style-type: none"> <li>• <b>Tackling inequalities:</b> Transparent clear written criteria will inform targeted budget allocation, in order to ensure resource is provided to those most in need. This model will also inform early intervention and prevention to reduce risk to health and demand on social care in longer term.</li> <li>• <b>Bringing services together:</b> Analysis will inform future partnership working, towards accessible housing solutions for vulnerable people and early interventions, ensuring proactive housing solutions rather than reactive adaptations. This fits with the NAC Strategic Housing and Investment Plan (SHIP) 2018 – 22 and will inform future SHIPs.</li> </ul>
3.4	<b><u>Measuring Impact</u></b>
	<p>The ambition is to sustain the health, well-being and independent living of people for longer in their own homes, meeting the National Health &amp; Wellbeing outcomes. It is anticipated with a clear demand analysis informing provision, this will impact on falls prevention, reduce dependency on health and care provision, as well as admission to long term residential care.</p> <p>The provision of a clear demand analysis for adaptations will ensure appropriate resource allocation and decision making. With clarity on anticipated demand and implementation of a robust Policy, the Partnership will report back to the IJB on a 6 monthly basis, demonstrating the impact of both on the Adaptations service.</p> <p>Benchmarking and review of the cost of complex adaptations will measure the effect of a robust Adaptations Policy, allowing targeting of resource to those most in need.</p> <p>The HSCP will have a clear evidence base for suitable accessible housing solutions to inform both the Adaptations Service and the NAC Strategic Housing and Investment Plan.</p>
4.	<b>IMPLICATIONS</b>
<b>Financial:</b>	The development of a Demand analysis and Adaptations policy to provide information for a whole system approach, supporting early intervention, improving management of the budget available and informing on future budgets.
<b>Human Resources:</b>	No implications anticipated
<b>Legal:</b>	Advice from NAC Corporate Services – Legal explained that the development of an Adaptations Policy would provide a legal framework to support decision making – this would need to be agreed through Cabinet.
<b>Equality:</b>	The Adaptations Policy will allow the HSCP to better meet the needs of vulnerable people in North Ayrshire.
<b>Children and Young People</b>	Early intervention with re-housing and adaptations for children with additional needs will meet future health and wellbeing needs and will enable families to thrive.
<b>Environmental &amp; Sustainability:</b>	This meets the strategic plan priorities.

<b>Key Priorities:</b>	The HSCP is required to reduce the risks to people across tenures through the provision of suitable adaptations.
<b>Risk Implications:</b>	On-going Procurement for the delivery of adaptations services across tenures with local businesses.
<b>Community Benefits:</b>	The development of a Demand analysis and Adaptations policy to provide information for a whole system approach, supporting early intervention, improving management of the budget available and informing on future budgets.

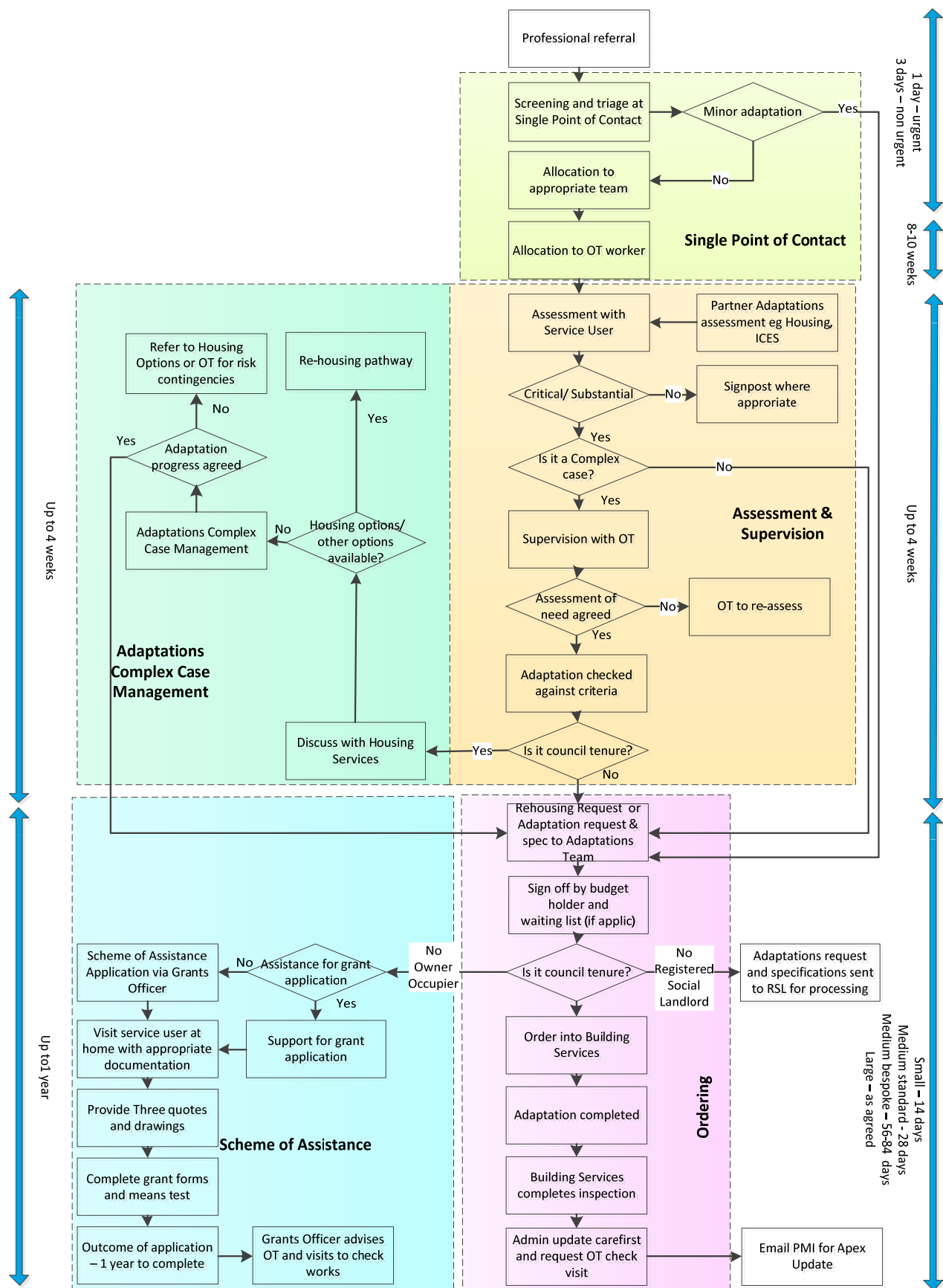
<b>Direction Required to Council, Health Board or Both</b>	Direction to :-	
	1. No Direction Required	x
	2. North Ayrshire Council	
	3. NHS Ayrshire & Arran	
	4. North Ayrshire Council and NHS Ayrshire & Arran	

<b>5.</b>	<b>CONSULTATION</b>
5.1	During the past year, an Adaptations Steering group met on a 6 weekly basis involving key stakeholders from Housing, Building Services, PMI, Finance, Social Work and Occupational Therapy partnership services in identifying areas for change. We have consulted with these partners on the content of this report.
<b>6.</b>	<b>CONCLUSION</b>
6.1	Whilst the demand for adaptations continues to grow at an increasingly significant level, the new processes and timescales developed have made some positive impact on service provision and timescales. The proposals outlined within this document highlight on-going transformation of the service in order to continue to provide adaptations within a tight financial envelope. This continued joint working with all partners is expected to support an anticipatory model of accessibility needs across both housing and partnership services.

**For more information please contact David Rowland, Head of Service Health & Community Care on 01294 317797 or [davidrowland@north-ayrshire.gcsx.gov.uk](mailto:davidrowland@north-ayrshire.gcsx.gov.uk)**

## Appendix One

### Adaptations Process



## Appendix Two

### Trend Analysis: Demand and Performance

See Appendix one for process areas and timescale targets across whole process. The following describes the increased pressure across all aspects of the process over the past three years:

#### 2i. Occupational Therapy Demand

Over the 3 *main* Community Occupational Therapy teams that assess for Adaptations, demand has risen steadily from 724 allocations in 2014-15, to 1023 Allocations in 2016-17, a rise of **41% over 2 years**. To date (February 2018), 669 clients have been allocated this year with a waiting list of 300 people (totalling 969 this year so far), with another two months of demand expected. Despite increased demand, a current piece of work utilising multidisciplinary screening of all OT referrals at a single point of contact, has resulted in the waiting list being significantly shortened in the past 6 weeks. Approx. 50% of the referrals screened to date have been signposted to rehabilitative, housing or other services, where deemed appropriate rather than assuming compensatory adaptations as the solution.

#### 2.ii Occupational Therapy Performance

##### **a) Waiting times**

- 2015-16 –average waiting time 23 days, Median 7 days
- 2016-17 –average waiting time 45 days, Median 19 days

Presently waiting times have increased to **63 days (median 40 days)** due to current staff vacancies that has been persistent for the past 4 months. Reduced staffing is likely to negatively impact on the amount of adaptation requests being made, meaning that this year's adaptations requests are likely to reflect less than what the actual demand is. However this increase in waiting is also in line with increased demand year on year, as described in 2.3.1.

##### **b) Assessments and timescales**

- 2015-16 – 791 assessments completed, average length 20 days, median 7 days
- 2016-17- 882 assessments completed, average length 23 days, median 15 days
- 2017-18 – Estimated 932 to be completed by year end, average length 20 days, median 19 days to date.

Assessment undertaken increased 11% from 2015/16 to 2016/17. Presently 10 months into the year, and with a reduction in staffing, OT Assessment completions are at 778, with another expected 154 to be completed by year end, taking the total to 932 for 2017-18. This is a further rise of 5% on the year before, despite resource issues and increased waiting times. Timescales for the amount of time taken to assess have remained relatively stable, averaging 21 days over the past 3 years.

#### 2.iii Complex Case forum

The forum has run every four weeks this past 10 months, with a tenure neutral approach. Partnership and Housing services have examined cases for approval, refusal, reduced design / cost, or sign posting to other Housing Solutions or Rehabilitative Services. The forum has afforded quicker decision making on complex referrals which were previously



delayed into several weeks, at times months, through email communication across different services. Improved communication is noted and the forum also facilitates identification of potential improvements in Partnership services and Housing. The following details outcomes of the Complex Case Forum to date:

<b>Total Amount of cases discussed</b>		<b>44</b>
<b>Tenure</b>	NAC Properties	34
	Owner Occupied Properties	9
	Housing Association Property	1
<b>Brought forward</b>	Complex cases brought forward from 2016-17	8
<b>Outcome</b>	Approved Requests	14
	Refused Requests	16
	Requests passed for further investigation	14
<b>Costs from decisions taken</b>	<b>Estimated</b> saved costs from refusals or reduced specification	(-£114,316)
	<b>Estimated</b> costs of approved complex adaptations	£91,845
<b>Other outcomes</b>	Requests forwarded for re-housing exploration	12
	Additional Social Care / Rehabilitation input	15

It is noted from current Complex Case Forum, some adaptations costs can often be in excess of £40,000 for one property. In discussion with Housing colleagues, the need for a clear Adaptations Policy, which supports the current Adaptations Criteria, explores a charging policy, and provides an agreed upper financial threshold for complex adaptations is recommended.

#### 2.iv Ordering and Delivery

##### **a) NAC Local Authority Housing HRA Adaptations**

<b>Year</b>	<b>Carried over from previous year</b>	<b>Requests Received</b>	<b>Requests completed in year</b>	<b>Average time from order to completion</b>
2015 / 2016	75	1044	1050	133.2 days
2016 / 2017	260	1134	920	68.36 days
2017 / 2018	330	1154	623 (year to date)	61.4 days

Historic spends associated with this budget are noted in **Appendix 3**.

Historically there has been underspend on this budget in previous years, however in the most recent two years an increasing amount of commitment is noted to carry forward each year. The table demonstrates the amounts of requests on the HRA budget have continued to rise these last 3 years, unsurprisingly similarly to the demand for Occupational Therapy assessment.

In 2016/17 HRA budget had an agreed overspend, with a significant amount of work (28.6% the HRA Adaptations budget) also being committed to this year's budget on handover to the Partnership at the beginning of 2017/18. Although carry forward is normal, this is noted to be increasing year on year. In addition, several unpredicted very large projects were also carried over into this financial year. Despite agreed additional funds mid-year to mitigate some of the adverse impact of this commitment, this year's HRA Adaptations budget is fully committed to date and has a waiting list in operation early in the year, currently standing at 150 Referrals with an estimated cost of £352,869 (most of which is required for external contractors commitment) to be carried over into next year's budget. In addition another 2 months of future demand is outstanding on top of this figure.

Even with rising demand over the past 2 years, annual performance has improved and continues to do so with the recent implementation of a Service level Agreement and associated dedicated timescales.

## b) Private Sector Scheme of Assistance Adaptations

Budgetary commitment for Scheme of Assistance is currently set at £700,000 however the spend over each year varies since the service user has 12 months to spend their allocated Scheme of Assistance grant once approved. This complicates the final year end spend and results in an annual carry over to ensure resources meet the previous year's demand.

Last March, on handover to the Partnership, the IJB approved the Scheme of Assistance to be extended from only providing finance for accessing hygiene/showering facilities, to now including external, internal accessibility adaptations (e.g. ramps, door widening, room reconfiguration etc) and kitchen facilities for all owner occupiers. As a result, it was anticipated there would be larger commitment than previous years to this budget.

Below demonstrates the past yearly spends with predictions to confirm this increased demand. This would be a challenging situation, should this budget be reduced.

Year	Paid during Financial Year (amount of requests in brackets)	Average per grant	Grant approved but not spent at End of Financial Year (carried over)	Total Spent & Approved in the Year.
2015/ 2016	£610,435 (161)	£3791	£164,060 (43)	£903,158
2016/ 2017	£558,894 (155)	£3605	£179,392 (40)	£753,731
2017/ 2018	£535,811 (114)	£4700	£266,355 (83) at end of Jan *additional £160,433	£802,166* Predicted to be <b>£962,599</b>

\* 2 more months demand anticipated = estimated at additional £160,433

In addition to this added pressure, the average payment of grant is increasing, as would be expected with the Grant provision being extended alongside any inflationary increase in cost of works.

Below demonstrates the average timescale from OT referral to completion of grant, however it should be noted again this is dependent on the service user instructing the works, with 12 months to complete works from approval of the grant.

Year	Average Days from OT Referral to Payment of Grant	Median Days from OT Referral to Payment of Grant
2015 / 2016	<b>183</b>	<b>161</b>
2016 / 2017	<b>219</b>	<b>192</b>
2017 / 2018	<b>194</b>	<b>164</b>

## 2v. Synopsis of Performance Against Targets

The Adaptations Team and Partners have achieved the following performance against the agreed targets set out in the flow map in **Appendix 1**.

The following surmises performance in each area, with all areas averaging within the set timescale targets:

<b>Process area</b>	<b>Amount</b>	<b>Target Time</b>	<b>Median</b>	<b>Average</b>	<b>Range</b>
<b>OT Waiting</b>	300	8-10 weeks (56 to 70 days)	5.7 weeks (40 days)	9 weeks (63 days)	1-278 days
<b>OT Assessment</b>	932	4 weeks (28 days)	1.2 weeks (9 days)	3 weeks (21 days)	1-231 days
<b>Complex Case Forum</b>	44	4 weeks (28 days)	4 weeks (28 days)	4 weeks (28 days)	1-28 days
<b>NAC Building Services/ PMI</b>	863	Varies as per SLA	Not available	8.8 weeks (61.4 days)	1-378 days
<b>Owner Grants completed</b>	89	52 weeks (365 days)	23.4 weeks (164 days)	27.7 weeks (194 days)	23-365 days

## **Appendix Three**

### **Adaptations Budget**

#### **1. HRA Adaptations Budget**

Over the past 3 years, actual spend figures for associated with referrals received in each year as below. Where demand has not been achievable in the financial year, a waiting list has been in operation, resulting in year on year build-up of awaiting works outstanding.

- **2014-15 - £ 1,361,804 – underspend of £338,196**
- **2015-16 - £ 1,545,217 – underspend of £230,683**
- **2016-17 - £ 1,768,540 – overspend of £144,871**

The current budget (2017/18) is set at £1,654,560, however an additional £200,000 was provided as mitigating funds.

2016 onwards has seen an increase in spend due to operational processes changing, jobs getting completed quicker, as well as new processes developed by the Partnership, resulting in a speedier allocation of resource. As a result, this year's budget is fully committed and we now to operate a waiting earlier in the year than previous, with a large carry over expected onto next year.

#### **2. Scheme of Assistance – Major Adaptations for Owner Occupiers**

Budgetary commitment for Scheme of Assistance is currently set at £700,000 however commitment to this varies since the service user has 12 months to spend their allocated Scheme of Assistance grant within 12 months. This complicates the final year end spend and results in an annual carry over to ensure resources meet the previous year's demand. This carry over varies according to service user completing on associated works. This is demonstrated in Appendix Two (2.iv.b).

#### **3. Owner Occupier Adaptations (not provided under Scheme of Assistance)**

Owner Occupier Minor adaptations (handrails, banisters, step alterations, door entry systems, etc) and certain Major Adaptations (ceiling track hoists and stair lifts) are charged to the Partnership Equipment budget, following recommendation as an assessed need. This prevents unnecessary administration for recommended low cost adaptations and selected major adaptations. A waiting list for these adaptations has been in operation for several years due to budget pressure demand exceeds resource. Acknowledgement of this building pressure by NAHSCP was addressed by means of providing additional resource through challenge fund moneys to clear the waiting list up until December 2017. However the waiting list continues to build, with the majority of the budget already committed.

#### **4. Registered Social Landlords**

The process for Registered Social Landlords (RSLs) remains unchanged as RSL's receive grants for adaptations directly from the Scottish Government. However, although the funding scheme is different, the assessment process is the same and the outcome is then discussed with the RSL.