

# **Response to the Review of National Outcomes: Call for Evidence**

# HSEU Consultation Response to Review of National Outcomes

Closes 12/06/2023

## Introduction

The aim of the Housing Support Enabling Unit is to offer support and assistance to providers of housing support in the voluntary, private and Registered Social Landlord sectors. The Housing Support Enabling Unit is jointly hosted by the Coalition of Care & Support Providers in Scotland (CCPS) and the Scottish Federation of Housing Associations (SFHA).

The fundamental aim of housing support is to enable people to live at home as independently as possible by maintaining and developing their life skills and social networks. There is not a single model of housing support. Housing support can assist people who are facing homelessness; people experiencing addictions; older people; people with mental health problems; disabled people; women facing domestic abuse and people with a learning disability. Housing support is available to people living across all tenures (social renting; private renting; owner occupied).

Different housing support services are likely to be designed to target different outcomes, with distinct funding arrangements. However, a common goal among providers of housing support is to identify solutions for people that support independence. People can use housing support to retain a sense of choice and control. Another common characteristic that defines housing support is its preventative aims. By providing support that is responsive to people's individual needs, housing support can help avoid escalation and reduce demands on statutory services.

### 1. Are there any changes to the current set of 11 National Outcomes that you would propose? If so, in summary, what would these be?

The current National Outcomes lack a whole system-based approach to wellbeing and independence. While we agree that the goal of being healthy and active is valuable as part of the National Performance Framework, the current outcome on health centres on the NHS, and therefore misses important elements that are crucial to Scotland's population around prevention, support, housing and independence.

There is consideration within the outcome for 'necessary investment and planning' for health and social care systems, however, the current outcome does not reflect the integrated approach to care and support that has been taken by the Scottish Government in order to provide joined-up care and support that is responsive to people's needs. The current health outcome is also disadvantaged by the lack of an explicit link to Scotland's wellbeing economy. While the National Indicators are designed to give a picture of Scotland's wellbeing, the current indicators focus on performance of the NHS and primary care rather than feeding into the existing vision of a wellbeing economy.

The current health outcome could be improved by reflecting Scotland's commitment to incorporating human rights in all policy development, particularly measured through the outcomes of those using care and support services. The current approach to include human rights in the National Performance Framework as a separate outcome is not conducive to considering human rights as a key aspect in all policy development.

- **The current health outcome does not capture the whole-system, integrated approach to social care, including housing support and health in Scotland.**

## 2. Are there new National Outcomes that should be included in the National Performance Framework, if so why should they be included?

We suggest that housing support is currently a key omission from the National Performance Framework, which is accentuated by a lack of explicit reference to housing and social care in the National Outcomes.

The National Outcomes are intended to be aligned with the United Nations Sustainable Development Goals. However, [Sustainable Development Goal 11](#) to 'Make cities and human settlements inclusive, safe, resilient and sustainable' is not explicitly reflected in Scotland's National Outcomes. This is especially true for target 11.1 to ensure access by 2030 for all to 'adequate, safe and affordable housing and basic services...'

A new outcome centred on home and ensuring that everyone has the support to sustain their homes, is also grounded in the current Scottish policy context around homelessness. New to the [2020 Ending Homelessness Together Action Plan](#) from COSLA and Scottish Government was an action to 'Ensure next National Performance Framework review includes explicit consideration of homelessness'. The Scotland Homelessness Prevention Review Group, set up by Crisis at the request of Scottish Government, also recommended in their [final 2021 report](#) that the National Performance Framework should have an emphasis on 'enabling people to live successfully in their homes to minimise homelessness.'

A new National Outcome that focused on home and included housing support would also serve to strengthen the right to independent living for people with learning disabilities. A new Outcome could help improve strategic planning around housing and housing support. [Research commissioned by SCLD](#) around the challenges and opportunities for housing for people with learning disabilities suggested that suitable housing and support can contribute to better health outcomes, with the potential to narrow inequalities.

The Scottish Government's [Coming Home Implementation Report](#), published in 2022, contains measures to reduce delayed discharge and inappropriate placements for people with learning disabilities and complex needs. This is based on the commitment that by March 2024, out-of-area residential placements and inappropriate hospital stays will be greatly reduced, with people only in hospital for as long as they require assessment and treatment. This mission is linked to the National Performance Framework through Scotland's commitment to meet the human rights obligations outlined in the United Nations Convention on the Rights of Persons with Disabilities (UNCPRD). With a current lack of proactive engagement with housing partners, partnership working between housing and social care partners must be significantly improved in

order to work towards the March 2024 target. A new National Outcome would offer a strong foundation for policy development and implementation around the Coming Home report.

A new National Outcome focused on housing and housing support to meet varying needs would also link effectively with [Housing to 2040, the Route Map for Scotland](#). A key vision within the Route Map is to realise the right to an adequate home and delivering equality. Housing to 2040 states that there have been challenges in ensuring that people can realise their rights. By adding a national outcome around home, this ambition could be consistently considered throughout future policy.

We support the joint call from the Association of Local Authority Chief Housing Officers, Crisis, Chartered Institute of Housing and the Scottish Federation of Housing Associations for a new outcome in the National Performance Framework focused on home and housing support:

**We all have good homes we can sustain: Everyone has a home to live in that is good quality, affordable, and suitable to their needs, and can access the support they need to live in it.**

This new outcome would be useful in supporting people across Scotland, regardless of their housing tenure, to access housing and support that fits their needs.

While we welcome the recognition within the [Communities outcome](#) that the Scottish Government respects ‘the desire to live independently’, housing support is the unnamed piece of this puzzle. [A recent report](#) from the Collaborative Centre for Housing Evidence (CaCHE) has suggested that early intervention and support through housing support has important positive impacts for people’s health, that can enable people to live more active lives. The report also suggested that more could be done to increase the visibility of housing support. The proposed outcome above acknowledges that a person-centred approach is necessary to enable people to live successfully in their homes.

It is important to reflect housing support in the outcomes framework to improve equal access to housing support for all who need it across Scotland. There are parts of Scotland where housing support has been decommissioned. This has created inequalities in the level of housing support offered and delivered. By including housing support in the National Outcomes, there would be an opportunity to consider how this inconsistency in access impacts on people’s ability to maintain their homes and live independently and so prompt action to deal with gaps in provision.

If a new outcome was to be introduced around care, such as ‘A Scotland that Cares – the Campaign for a new National Outcome on Care’, housing support providers would encourage that the outcome is broader to include care and support. This would be helpful in including the breadth of social care and support services used by people in Scotland, including housing support.

- **There is an existing policy context for a new outcome around housing support, particularly in recent homelessness policy and through the Coming Home Implementation Report.**
- **We support the joint call from ALACHO, CIH, Crisis, and the SFHA for a new outcome centred on a vision where everyone has a home and the support to sustain it.**
- **Any new outcome on care should be around care *and* support.**

### **3. Are there any changes you would propose to the wider National Performance Framework on set of National Indicators?**

While housing support, social care and housing, more generally, are relevant to several of the current National Outcomes within the National Performance Framework, the indicators currently used to measure progress do not capture them or measure their performance. For example, the indicators used to measure the health outcome, are focused on the NHS and primary care, missing an important opportunity to measure the impact of social care, especially to support prevention strategies. A useful indicator could look at whether people in Scotland feel that they have the support that they need to obtain a suitable and secure place to live, and to sustain independent living. It is important that indicators are person-centred to focus on the outcomes experienced by people in Scotland.

The outcome jointly proposed by ALACHO, CIH, Crisis, and SFHA to ensure everyone has a good home they can sustain could be supported with indicators aligned with the work by the Homelessness Outcomes Measurement Task and Finish Group commissioned by Scottish Government. There is also ongoing work around indicators through [the Rapid Rehousing Transition Plan Monitoring Framework](#). The proposed new National Outcome could also be supported by ongoing work around Housing to 2040 and the Coming Home Implementation plan.

For any future indicators, it is important that the data can be collected in a meaningful way that is helpful for people using services, providers of support, and those involved in making policy and monitoring progress. The Housing Support Enabling Unit and housing support sector are keen to work with the Scottish Government as it considers the scope to introduce and measure progress through these sorts of indicators. The Unit is eager to offer support and facilitate engagement with the sector around any new indicators and is well placed to do so as it developed and now delivers Better Futures, an outcomes-monitoring tool used by many housing support providers across Scotland.

- **Current indicators within the National Performance Framework do not reflect the outcomes of people using care and support services, including housing support.**
- **The proposed new outcome could be supported by indicators aligned with existing work.**
- **The housing support sector and HSEU is keen to aid the Scottish Government with development of future indicators.**

#### 4. What impact does the current National Outcomes have on your work?

The current National Outcomes are often reflected in the organisational values of housing support providers. They may also emerge through the collaborative work between housing support providers, local authorities, and HSCPs throughout the commissioning process. However, there is scope for the National Outcomes to have a greater impact on social care including housing support. As described in CCPS' practical guide, [Commissioning for Outcomes](#), outcomes-based commissioning is a valuable route to fulfil the visions for future social care outlined in the Christie Commission, the Feeley Report, and through self-directed support. Outcomes-based commissioning connects individual outcomes to inform strategic commissioning plans and ensure that strategic outcomes are supported by commissioned services. A new national outcome including housing support as jointly proposed by ALACHO, CIH, Crisis and the SFHA, could support the personalisation, improved sustainability, and system change of social care and support.

The National Outcomes could also have a greater impact on the work of providers of supported housing and housing support if there were more explicit links between the National Outcomes and the Health and Social Care Standards. The current Health and Social Care Standards serve as a well-understood vision for what everyone can expect when using health, social care or social work services in Scotland, including housing support. They also serve to inform policy, practice and service design for housing support providers. Linkages between the National Performance Framework and the Health and Social would offer consistency both for those delivering and using social care services.

- **The proposed new National Outcome on home could offer stronger links to the work of housing support providers, particularly through commissioning.**
- **The National Outcomes should be linked to the existing Health and Social Care Standards.**

#### 5. What are the main obstacles and barriers in the further implementation of the National Outcomes?

The current challenge caused by short-term funding cycles make the implementation of the National Outcomes more difficult. Housing support services, like other social care services, are facing increasing pressures including staff recruitment and retention, and uncertainty over the sustainability of their funding. In the last [CCPS business resilience survey \(2021\)](#), 42% of social care providers surveyed (of which 74% of respondents delivered an element of housing related

support) reported concerns about the sustainability of their funding for up to 75% of their services. [In a 2022 report from the Care Inspectorate and the Scottish Social Services Council](#), 71% of housing support and care at home services had unfilled posts.

It is important that the National Performance Framework sits within the wider context of current pressures. The context of the pandemic has accentuated the uncertainty and changing environment faced by people working in social care and housing. Therefore, it could be useful to review the indicators used to measure the National Outcomes more frequently than the current five year period. For example, it could be useful to situate the data sets that emerged during the pandemic in the broader context of the National Performance Framework during the period in which they were collected. Data collection more broadly could be reviewed in line with the National Outcomes to balance measuring performance and the burden of providers and people who use services to provide data.

- **The National Outcomes should be situated within the wider context of current pressures and uncertainty faced.**
- **Data collection and measuring of indicators must balance the measuring of performance with the burden on providers of social care and support and people who use services to provide data.**

## About the HSEU

The aim of the Unit is to offer support and assistance to providers of housing support and supported housing across the voluntary sector, the private sector and to Registered Social Landlords. You can find out more about the work of the Unit on our website.

The HSEU is a partnership initiative between Coalition of Care and Support Providers Scotland (CCPS) and Scottish Federation of Housing Associations (SFHA) and funded by the Scottish Government.



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