

# Age, Home and Community:

A Strategy for Housing for Scotland's Older People: 2012 - 2021



  
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# **Age, Home and Community:**

**A Strategy for Housing for Scotland's  
Older People: 2012 - 2021**

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# **AGE, HOME AND COMMUNITY: A STRATEGY FOR HOUSING FOR SCOTLAND'S OLDER PEOPLE: 2012 – 2021**

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## FOREWORD



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Older people consistently say that they want to remain at home, as they age. For most people, this will not be a problem, but some will need a bit of help to enable them to do this. Living in the right home with the right physical features is clearly important, but so are support services, many of which are provided by the housing sector. The right support can provide the key to enabling people to remain independently at home and, in most cases, costs a fraction of the residential care alternatives.

With the twin challenges of an ageing population and reduced availability of public funding, we need to change the way we deliver services to focus on those which help support independent living and prevent or reduce the need for more intensive services. This will not only achieve what older people want, but will also help us to make the best use of our limited resources.

This strategy has been agreed by the Scottish Government and COSLA. It has been developed in partnership with the housing, health and social care sectors – public, private and voluntary – and in consultation with older people. It presents a vision for housing and housing-related support for older people, the outcomes we want to achieve and a framework of actions we will take.

While this strategy focuses on those older people who have particular housing-related support needs, we must remember that older people, whether or not they need support, contribute much to our communities. Many unpaid carers are also older, as are many volunteers who provide other forms of support to older people.

This strategy proposes ways in which we can all help to realise the aspirations of enabling older people to live independently at home. It is aimed not only at those who are older now, but also at people preparing for retirement, who need to consider options for older age before they reach it. Our focus is on prevention and giving people the choices they need to live the best lives possible.

We have the opportunity to change Scotland's housing to make Scotland a better and fairer place. We must not let the challenging economic situation and public sector funding constraints stop us from achieving this strategy. We need nothing less than an urgent and sustained programme of reform, focused on improving outcomes through greater integration of public services at a local level, based on principles of localism, partnership and collaborative working. This strategy is an important step towards this. We are delighted that we have developed it together and are jointly committed to implementing it successfully.

Older people may be the ones who benefit most directly from this strategy, but if we can achieve its aims, we will all – as a community and of whatever age – benefit in the long term.

# EXECUTIVE SUMMARY

## Chapter 1: Introduction

1. The Scottish Government has a longstanding policy of 'shifting the balance of care', supporting people to remain at home independently for as long as possible, rather than in care homes or hospitals. Emergency admissions to hospital by older people cost £1.4 billion each year. The benefits of providing the right housing and support at the right time could be considerable, by reducing both the costs and trauma of unplanned hospital admissions.

2. Demographic change will lead to increased demand for such services. At the same time, we face the most challenging financial situation since devolution, with a cut of 12% in real terms to the Scottish Government's budget. It could take until 2026 for the Scottish Government budget to return to 2009-10 levels. We need to find new ways of delivering services and improving the effectiveness of the services we already provide. The outcome of Spending Review 2011 marked a shift towards preventative spending.

3. The Reshaping Care for Older People programme was established to consider the future delivery of services for older people to ensure they are sustainable. The development of a strategy for housing for older people was the main early action proposed by the Wider Planning for an Ageing Population working group.

## Chapter 2: Our vision and commitments

**Older people in Scotland are valued as an asset, their voices are heard, and older people are supported to enjoy full and positive lives in their own home or in a homely setting.**

4. The Wider Planning for an Ageing Population working group identified five key outcomes for housing and related support for older people, covering: clear strategic leadership; information and advice; better use of existing housing; preventative support; and new housing provision. These five outcomes form the framework for this strategy. Underlying the outcomes are four key principles: older people as an asset; choice; planning ahead; and preventative support. The strategy presents a ten year vision and programme of action.

## Chapter 3: Clear strategic leadership

5. The strategy sets out a clear vision for housing for older people. Decisions on local policy and service delivery, however, are best taken by local authorities. Many different types of organisation are involved in the delivery of housing and support services to older people. It is important that these organisations work in partnership, so that older people have choice in the services that can support them to maintain independent living. We are also clear that we need to listen to older people and encourage their opinions.

6. We recognise that effective strategic planning processes are vital to ensuring that we have the right mix of housing and support services. We need to strengthen the connections, particularly between housing, health and social care, with greater use of shared objectives and performance frameworks. A new Change Fund for Older People's Services has been established to support the improvements needed to 'shift the balance of care' from institutional care settings to the community.

**7. We will therefore:**

- Promote consultation with older people and take account of their views;
- Support service innovation and alignment across housing, health and social care, through the Change Fund for Older People's Services; and
- Help demonstrate the benefits of investment in housing and related services for 'shifting the balance of care'.

**Chapter 4: Information and Advice**

8. We need to ensure that older people know about the housing options and support services that are available to them, and how to get them. High quality information and advice services will be vital to ensuring older people have access to the right housing and support.

**9. We will therefore:**

- Review information and advice services and publicise information sources;
- Work with local authorities to pilot housing options approach for older people; and
- Encourage accreditation under the Scottish National Standards for Information and Advice Providers.

**Chapter 5: Better use of existing housing**

10. The strategy recognises the importance of existing housing for older people, and ensuring we make best use of that housing. The great majority of the population will live their lives in homes which are already built. As the population ages, more people will need housing adaptations, but there are issues about the time taken to get them and questions about the equity of current funding arrangements. We have established an Adaptations Working Group to consider how to achieve simpler, fairer and more effective delivery of adaptations.

11. Older people can find it more difficult to maintain their homes in a good state of repair. Helping them to do this can improve health and reduce hospital admissions. Keeping the home sufficiently warm is also a major challenge for many older people, particularly in rural areas. We remain committed to working to eradicate fuel poverty, as far as is reasonably practicable, by 2016. The Energy Assistance Package is the main vehicle to achieve this aim. In addition, a new £50 million Warm Homes Fund is being established.

12. Moving home can be particularly stressful for older people, as it can mean leaving a long time family home. There may be a need for practical support,

including the provision of information and advice about alternative options. Specialised forms of housing with care or support can help older people to remain in their own homes for longer. However, there are issues of low demand in some areas, and some providers are seeking to remodel such developments.

13. Many older people have considerable amounts of equity in their properties, but very low incomes. They could benefit from products or services, which would enable them to release money for adaptations or improvements.

**14. We will therefore:**

- Work with the Adaptations Working Group to ensure the system for delivering and funding adaptations is fit for purpose;
- Make best use of adapted property, supporting development of a national register of accessible housing;
- Encourage the social rented sector to meet the Scottish Housing Quality Standard by 2015 and the new climate change standard by 2020;
- Help older home owners maintain their homes through access to information and advice services and trusted trader schemes;
- Review our Fuel Poverty Strategy, in the light of increases in energy prices;
- Encourage more use of 'downsizing' schemes;
- Prepare a practical guide to the redevelopment of sheltered and very sheltered housing; and
- Make it easier and safer for older people to access any equity in their homes to meet their own housing needs and maintain independent living.

**Chapter 6: Preventative support services**

15. Preventative support services are particularly useful for people who need a small amount of help to live independently. They contribute to health and social care objectives of reducing unplanned hospital admissions and delayed discharge. They can also make a big difference to quality of life and are cost-effective. We have established a Preventative Support Working Group, with a remit to consider how a range of housing-related preventative services can be developed in ways that are financially sustainable.

16. Housing support services currently play a small, but significant, role in supporting older people to remain living at home, but could do a lot more. Handyperson services are provided by a range of organisations, including most Care and Repair projects. A supportive local community and strong social networks are recognised as important in supporting older people, particularly single older people, to reduce loneliness and live independently at home. Many older people receive telecare services, most frequently in sheltered housing. Telecare can provide significant benefits for older people and carers, as part of a package of support to maintain independence and wellbeing.

### **17. We will therefore:**

- Explore ways to extend the availability of Care and Repair, handy person and housing support services, looking at the scope to develop social enterprise models;
- Showcase the contribution housing organisations make to building community capacity and supporting social networks for older people; and
- Continue to develop and mainstream use of telecare, through the Change Fund for Older People's Services, to support older people to live safely and independently.

## **Chapter 7: New build housing**

18. Building new, affordable and sustainable housing is a priority for government, with a range of house types and sizes that encourages mobility in the housing system and enables downsizing for those that wish it. The Scottish Government has pledged to deliver 30,000 affordable homes over the next five years. However, we recognise that only a small proportion of older people will live in new build housing. Nevertheless, it is important that new housing makes the maximum impact, meeting the needs of an ageing population. Homes must be easily accessible and adaptable.

19. Scottish Planning Policy requires that new housing developments should include a variety of house types and sizes, reflecting local community needs. We will work to increase awareness of the features of new housing that are important to older people and how they can be built into new developments. We are also keen to encourage the development of new models of housing that enable older people to maintain their independence in the community.

### **20. We will therefore:**

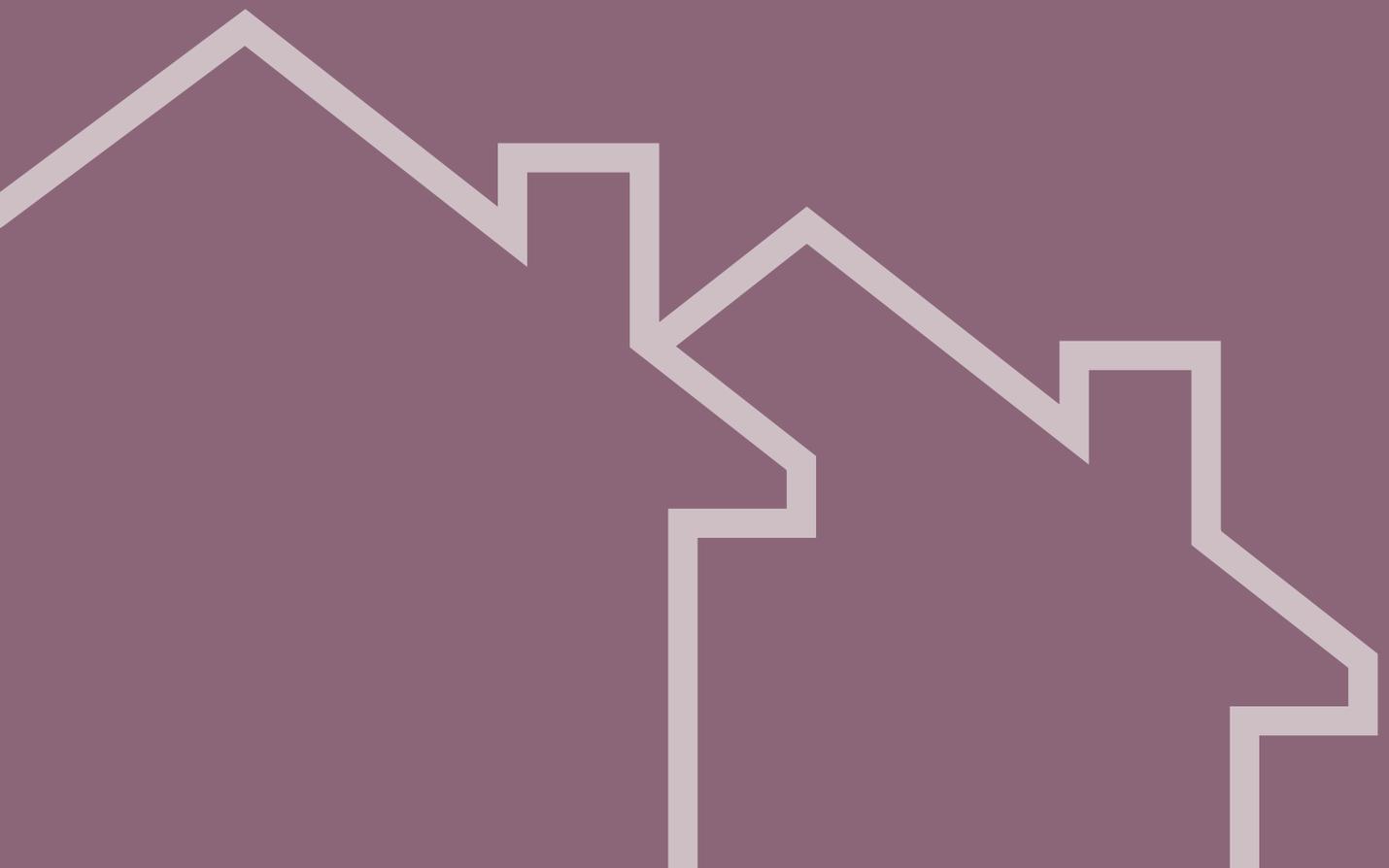
- Review whether current building and design standards meet the needs of older people; and
- Encourage development of new models of housing with care and support in all tenures.

## **Chapter 8: Conclusion**

21. This strategy recognises the vital contribution made by our older people, not least in caring for others in society. We are going through difficult times, with an ageing population and major financial challenges. These challenges can only be tackled in partnership with others, by listening more to older people, and recognising their right to choose what suits them. Solutions will not be the same everywhere or for everyone, but an increased focus on prevention should be evident everywhere. The launch of this strategy marks a shared commitment to give greater priority, collectively, to these issues in future to help our older people live independently at home in their communities.

# Chapter 1

## Introduction



## CHAPTER 1: INTRODUCTION

**The number of people aged 75 and over is projected to increase by 23% between 2010 and 2020, and by 82% between 2010 and 2035.<sup>1</sup> In the same 25 year period, the number of people aged 60 – 74 is projected to increase by 27%. In 2010, 23% of the population was aged 60 and over. By 2035, this is likely to have increased to 30%.**

1.1 The Scottish Government has a longstanding policy of ‘shifting the balance of care’. This means supporting people to remain at home independently for as long as possible, rather than in care homes or hospitals.

1.2 This has been housing and community care policy under successive governments and has been given impetus by the likes of the UN Convention on the Rights of Persons with Disabilities,<sup>2</sup> where Article 19 sets out the right to independent living.

1.3 Housing and housing-related support have a key role to play in supporting a ‘shift in the balance of care’ and reducing the use of institutional care settings. They can also enable people to live independently, comfortably and securely. As people age, their housing needs change and, in some cases, they will also need specialised support services. If these housing and support needs are not met, it may be more difficult for people to remain in their own homes and increase the risk of accidents, undermining our aims to ‘shift the balance of care’. Emergency admissions to hospital by older people cost £1.4 billion and, without change, are expected to grow.<sup>3</sup> The benefits of providing the right housing and support at the right time could, therefore, be considerable, by reducing both the costs and trauma of unplanned hospital admissions.

1.4 The main ways in which the housing sector supports a reshaping of our health and social care services, ‘shifting the balance of care’ and independent living are:

- Ensuring an appropriate balance of housing provision, across all housing tenures, and a range of housing sizes and types, including extra care, sheltered and mainstream housing;
- Providing specialist housing with care and support, which is suitable for people with greater health and care needs, particularly those with mobility problems, and providing accommodation for respite and intermediate care, facilitating early discharge from hospital;

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<sup>1</sup> Projected Population of Scotland (2010-based)

<http://www.gro-scotland.gov.uk/statistics/theme/population/projections/scotland/2010-based/index.html>

<sup>2</sup> <http://www.un.org/disabilities/convention/conventionfull.shtml>

<sup>3</sup> Reshaping Care for Older People: A Programme for Change 2011 – 2021  
<http://www.scotland.gov.uk/Topics/Health/care/reshaping/programme>

- Providing housing adaptations and other preventative property-related services, such as housing support, handyman, small repairs and gardening services and telecare, which support people to remain at home comfortably and safely and reduce the risk of falls and other accidents;
- Providing information and advice on housing and support services, so that older people can make informed choices which help them to live independently at home for longer;
- Building new housing, both mainstream and specialist, which is adaptable and suits the needs of older people; and
- Supporting local communities through wider activities, such as promotion of social networks and provision of activities which help to increase community cohesion.

## Demographic change

1.5 Demographic change is likely to lead to increased demand for such services, and with a more difficult financial environment, we need to change the way we provide housing and services to ensure that needs are met in ways that are sustainable.

1.6 We have not used any fixed definition of 'older person' in this strategy. Life expectancy varies quite considerably across Scotland, from 71.6 years for men in Glasgow to 82.7 years for women in East Dunbartonshire,<sup>4</sup> and older age means different things in different communities. At the moment, many people undergo a major transition in their lives between the ages of 60 and 65, when they retire from full-time work. The age at which this transition occurs will increase in the coming years, as the State Pension age rises to reach 66 for both men and women in 2020.

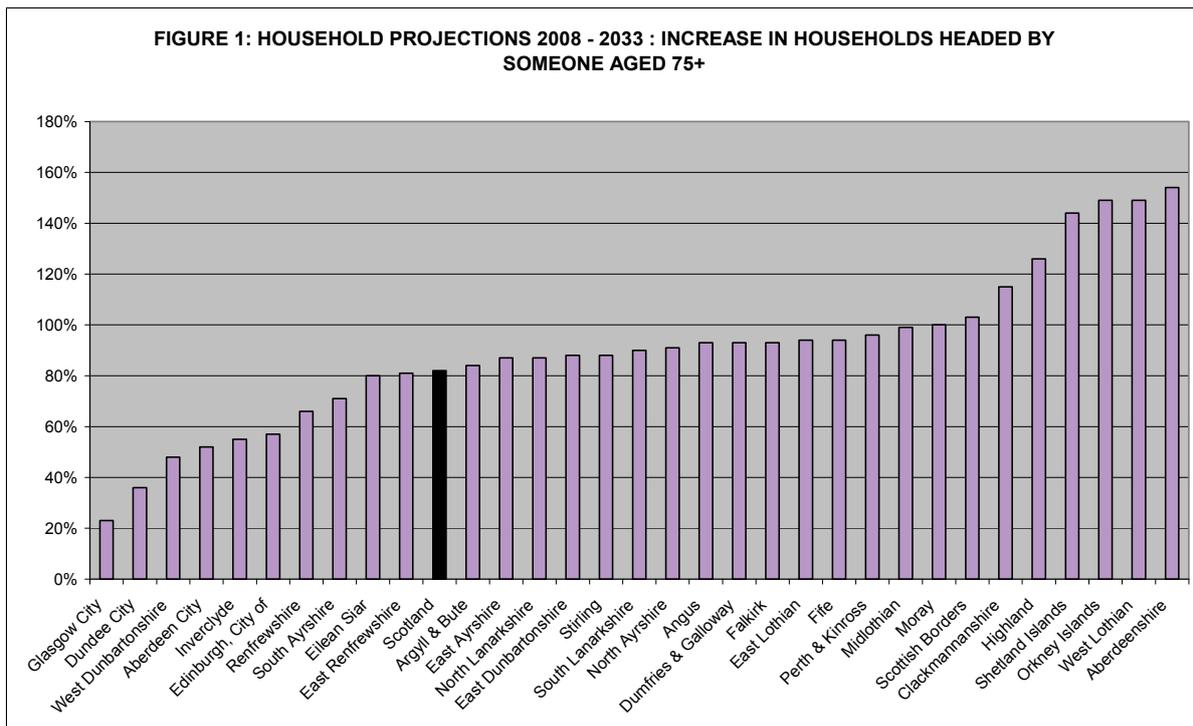
1.7 The age distribution and balance of Scotland's population is predicted to change considerably over the coming years. The proportion of older people will dramatically increase, with the ageing of people born in the post-war 'baby boom' and increases in life expectancy. Although all areas will see an increase in the number of older people, there will be a considerable variation in that increase, from a 23% increase in the over 75 age group in Glasgow by 2033 to 154% in Aberdeenshire, as shown in Figure 1. Overall, the bigger increases tend to be in more rural areas. The number of older people living alone is also forecast to rise, with single person households aged 75 and over projected to increase by 82% between 2008 and 2033.<sup>5</sup>

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<sup>4</sup> Life Expectancy for Areas in Scotland, 2008-2010

<http://www.gro-scotland.gov.uk/statistics/theme/life-expectancy/scottish-areas/2008-2010/index.html>

<sup>5</sup> Household Projections for Scotland (2008 based), General Register Office for Scotland  
<http://www.gro-scotland.gov.uk/statistics/theme/households/projections/hproj-08-based/index.html>



1.8 Healthy life expectancy is improving in Scotland, although not as quickly as life expectancy. Older age often brings health problems and reductions in mobility, and people are living for longer with long term medical conditions. Around 50% of men and 54% of women aged 75 and over identify themselves as having limiting long-term conditions. These may be physical or mental conditions or disabilities, which restrict daily activities. For those aged 65 – 74, 43% of men and 44% of women have such conditions.<sup>6</sup> However, in general terms, we need to look at people’s needs, rather than their precise age, and we also want to increase awareness among younger people, particularly those in their fifties of the challenges they may face.

1.9 Many older people will live their lives, without a need for specialised housing or support services. This may be because they don’t need such support, or because it is provided by family or friends. However, they should be aware of the support that is available. Others will need low levels of support for minor health conditions, while some will need high level intensive support to combat the effects of serious health problems.

### Financial resources

1.10 At the same time as these shifts in our population, we face the most difficult economic situation since devolution. This strategy is being published at a particularly challenging time, with substantial reductions to overall public spending in the coming years. The Scottish Budget has been cut by £1.3 billion in 2011-12, from that for 2010-11, and we will see spending reductions of over 12% in real terms

<sup>6</sup> The Scottish Health Survey 2008 <http://www.scotland.gov.uk/Publications/2009/09/28102003/11>

between 2010-11 and 2014-15.<sup>7</sup> The capital budget, which is clearly key for housing, faces a real terms reduction of over 36%.

1.11 It is widely acknowledged that demand for services is rising steeply at a time when resources are falling. It is estimated that it could take until 2025-26 for the Scottish budget to return to 2009-10 levels. Over the entire period, the cumulative amount foregone could be close to £40 billion. For local government, the funding gap is projected to continue to increase over the next Spending Review period, reaching more than £3.7 billion by 2016-17.<sup>8</sup> At the same time we face the tension of meeting existing and rising expectations about the services that local authorities deliver. The size of the reductions, and the length of time before budgets will recover, cannot be addressed only through efficiency savings or marginal changes to service provision. We will all face difficult choices in how we use the limited funding we have. Continuing with traditional service models would require massive investment in new hospitals and care homes to maintain current levels of service:

- We spend around £4.5 billion of public funding each year on health and social care for people aged over 65 in Scotland. Nearly a third of this was spent meeting the cost of emergency admissions to hospital. A further 12% was spent on care homes. Some of this could have been better used to support people at home.
- We would require an annual increase in investment in health and social care services of £1.1 billion by 2016, assuming that demand increases in line with the growth in the older population and that service models remain the same.<sup>9</sup>

1.12 Such a dramatic increase in expenditure is not possible, even if we were not subject to budget reductions. It means we need to find new ways of delivering services and of improving the effectiveness of the services we already provide, so that they are sustainable in the long term. These include working more closely with, and learning from, the private, third and voluntary sectors, developing new funding models and working more closely with the wider community.

1.13 The Christie Commission, established to consider the future delivery of public services, reported in June 2011.<sup>10</sup> It noted increasing demand for public services, partly because of demographic change. Its report advocated an urgent and sustained programme of reform, embracing a new collaborative culture, to enable Scotland to deal with a financial landscape, where budgets won't return to 2010 levels for 16 years. The report also recommended the prioritisation of preventative measures in expenditure. It highlighted the need to involve people who use services

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<sup>7</sup> Scottish Spending Review 2011 and Draft Budget 2012-13  
<http://www.scotland.gov.uk/Publications/2011/10/04153155/0>

<sup>8</sup> Submission from COSLA to the Local Government and Regeneration Committee – Draft Budget Scrutiny 2012-13  
<http://www.scottish.parliament.uk/parliamentarybusiness/CurrentCommittees/29854.aspx>

<sup>9</sup> Reshaping Care for Older People: A Programme for Change 2011 – 2021  
<http://www.scotland.gov.uk/Topics/Health/care/reshaping/programme>

<sup>10</sup> Commission on the Future Delivery of Public Services  
<http://www.scotland.gov.uk/Publications/2011/06/27154527/0>

in their design, and to strengthen partnership working between service providers to deliver integrated services that meet local needs.

1.14 The outcome of Spending Review 2011, announced in September, marked a shift towards preventative spending to tackle the root causes of disadvantage and inequality, rather than the symptoms. This will help to improve outcomes for people and reduce demand for acute services over time. We believe that investment in preventative spend will also help to improve our use of resources, by reducing future costs of those acute services. As part of this approach, the Change Fund for Older People's Services is being continued and increased (see Chapter 3).

1.15 We acknowledge that there may be some up-front costs to investing in preventative services and changing the ways in which services are delivered, and that the returns may not be immediate. The extension of the Change Fund for Older People's Services is one tangible way, in which we are seeking to bridge the gap and support a shift towards a more preventative approach to support for older people. Over the long term, we are confident that there will be savings, by enabling older people to be active and independent.

### **Wider Planning for an Ageing Population**

1.16 In view of the twin challenges of an ageing population and reduced public spending, the Scottish Government established the Reshaping Care for Older People programme<sup>11</sup> in 2009, in partnership with COSLA and the NHS, to consider the future delivery of services for older people and ensure they are sustainable. As part of the Reshaping Care programme, the Wider Planning for an Ageing Population working group was set up to review issues relating to housing and communities.

1.17 The development of a strategy for housing for older people was the main early action proposed by the Wider Planning for an Ageing Population working group in its final report, published in March 2010.<sup>12</sup> The group saw a need for the Scottish Government to set out a clear vision for housing and related support for older people, and a framework to enable delivery. This strategy sets out a framework, within which the work started by the Wider Planning for an Ageing Population working group will be taken forward.

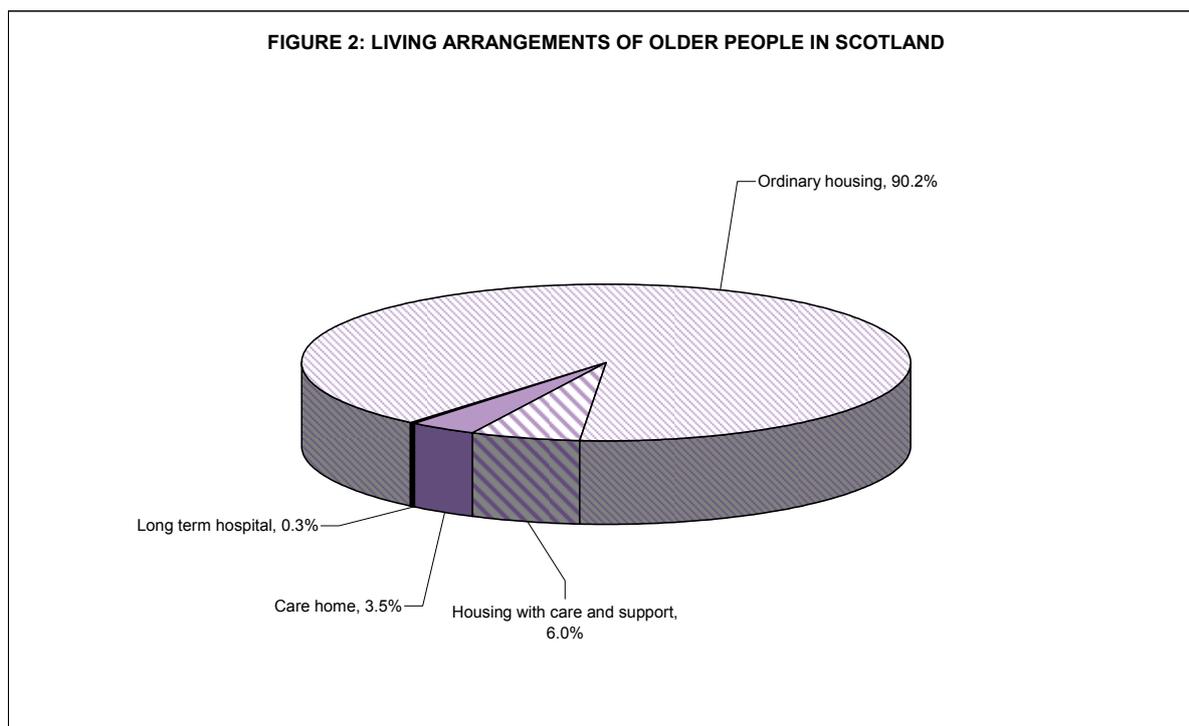
1.18 The strategy aims to help ensure that a wide range of housing and services is provided to enable older people to live independently at home. As shown in Figure 2, the vast majority (over 96%) of people aged 65 and over live at home, including around 6% who live in housing with care or support (sheltered, retirement or extra care). Relatively small numbers of older people live in care homes (3.5%) or long stay hospital care (0.3%). 75% of people aged 60 and over are owner occupiers,

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<sup>11</sup> <http://www.scotland.gov.uk/Topics/Health/care/reshaping>  
<http://www.jitscotland.org.uk/action-areas/reshaping-care-for-older-people/>

<sup>12</sup> Wider Planning for an Ageing Population: Final report (<http://www.scotland.gov.uk/Topics/Built-Environment/Housing/access/ROOPH/wpfaapreportmarch10>)

including 64% who own their property outright. 21% are tenants of local authorities or housing associations, and 3% live in privately rented homes.<sup>13</sup>



1.19 The strategy fits in with a number of existing Scottish Government policies and strategies in housing, health and social care. It builds on *Reshaping Care for Older People: A Programme for Change: 2011 – 2021*,<sup>14</sup> which sets out the headline ambitions for the Reshaping Care programme as a whole, along with the first set of actions required for delivery. It highlights the importance of housing in meeting the programme's aspirations, including through adaptations; housing with care and support; preventative services; and building standards.

1.20 The strategy also meets one of the commitments made in *Homes Fit for the 21<sup>st</sup> Century*,<sup>15</sup> the Scottish Government's strategy and action plan for housing for the next ten years. *Homes Fit for the 21<sup>st</sup> Century* was the first national housing strategy document to make commitments on independent living for older people and disabled people. These include:

- The publication of a national strategy on housing for older people in 2011;
- Development of a national register of accessible housing;
- Simplification of the arrangements for the public and housing providers to access funding for housing adaptations;

<sup>13</sup> Scottish Household Survey 2010 <http://scotland.gov.uk/Topics/Statistics/16002>

<sup>14</sup> <http://www.jitscotland.org.uk/action-areas/reshaping-care-for-older-people/>

<sup>15</sup> <http://scotland.gov.uk/Publications/2011/02/03132933/0>

- Ensuring needs of older people and disabled people are better reflected within national and local planning and housing investment processes; and
- Building on the introduction of the new Change Fund for Older People's Services and work with local authorities and the NHS to ensure the housing, health and social care needs of individuals are addressed more holistically.

This is a big step forward, but we recognise that there is some way to go until all older people and disabled people enjoy a full choice of housing and support options.

## Supporting health and social care

1.21 In considering the needs of older people, there are a number of other areas, mainly relating to health and social care, where the right housing and housing-related support can help to improve the lives of both older people and their families and carers.

1.22 There are increasing numbers of people with dementia in Scotland. A familiar home environment is particularly important to people with dementia, and appropriate adaptations can help to support them to remain at home. *Scotland's National Dementia Strategy*<sup>16</sup> notes that most people with dementia wish to remain living at home, and that 63.5% do so. This brings benefits for them and lower costs. The Dementia Strategy highlights the importance of preventative support in enabling them to avoid crises and the potential need for expensive hospital services. It also notes the need for 're-ablement' services, including some, such as adaptations, which are 'housing' focused. 'Re-ablement' services provide intensive support to people returning home after a stay in hospital, which is then reduced as the person regains independence.

1.23 The Scottish Government operates a policy of Free Personal Care<sup>17</sup> for people aged 65 and over, who have been assessed as having substantial personal care needs that require services to be put in place. This care may be provided in a care home or in the person's own home. Around 55,300 older people (6.5%) receive home care services provided by the local authority to enable them to live independently at home. Commonly, these services may include help to get up in the morning and/or to go to bed at night, or help with food preparation.

1.24 As well as receiving care, many older people play a crucial role in keeping other older people living independently at home, through being unpaid carers for family members or friends. It is estimated that just over 3,000 people over 65 years receive more than 20 hours of paid care per week, while over 40,000 people over 65 years provide more than 20 hours of unpaid care per week.<sup>18</sup> *Caring Together: The Carers' Strategy for Scotland 2010 – 2015*<sup>19</sup> recognises the contribution made by Scotland's unpaid carers. The strategy sets out a vision, whereby:

<sup>16</sup> <http://www.scotland.gov.uk/Publications/2010/09/10151751/17>

<sup>17</sup> <http://www.scotland.gov.uk/Topics/Health/care/17655>

<sup>18</sup> Reshaping Care for Older People: A Programme for Change 2011 – 2021

<http://www.scotland.gov.uk/Topics/Health/care/reshaping/programme>

<sup>19</sup> <http://www.scotland.gov.uk/Publications/2010/07/23153304/0>

- Carers are recognised and valued as equal partners in care.
- They are supported to manage their caring responsibilities in good health and to have a life outside caring.
- They are fully engaged in planning and developing their support, and the support of those they care for.
- They are not disadvantaged, or discriminated against, by virtue of being a carer.

1.25 A key shift in current policy is towards giving people greater choice and control over the care and support they receive, through self-directed support. There is strong evidence, not just in the field of social care, that greater involvement of people in decisions about their life produces better, more sustainable and effective outcomes. People in Scotland, including older people, rightly have increased expectations about the degree of choice and control they should have over the support they receive. *Self-directed Support: A National Strategy for Scotland*<sup>20</sup> sets out the Scottish Government's ten year strategy on self-directed support. It highlights the importance of informed choice, both in enabling older people to choose forms of support which reflect their lifestyles, and in securing a range of different services to support individual choice. In 2012, the Scottish Government will introduce a Bill. Together, the Bill and the strategy will support the aim of bringing self-directed support into the mainstream of social care, making it clear what options are available to people, and – critically – that it is their choice, as to how much control they want to have over their care.

1.26 This strategy for housing for older people also contributes to *Independent Living – A Shared Vision*.<sup>21</sup> This statement sets out an agreed vision for disabled people, based on choice, control, freedom and dignity, and was signed in December 2009 by the Scottish Government, COSLA and disabled people represented by the Independent Living in Scotland Steering Group.

### **Housing benefit reform**

1.27 Housing benefit reform is one element of changes being made by the UK Government, as part of wider welfare reform to introduce a unified single benefit – Universal Credit. While we agree on the need to simplify the benefits system and incentivise work, the Scottish Government, along with COSLA and other stakeholders, has a number of concerns about the reforms, some of which will directly affect older people and will reduce the support available for people to cover their housing costs. In turn, this may well impact negatively on housing services.

1.28 People aged over 65 years make up the biggest group of housing benefit claimants in Scotland in terms of age distribution, with over 135,000 claimants. Around a third of these people are single pensioners, most of whom (68%) are

<sup>20</sup> <http://www.scotland.gov.uk/Publications/2010/11/05120810/0>

<sup>21</sup> <http://www.scotland.gov.uk/Publications/2010/03/29164308/2>

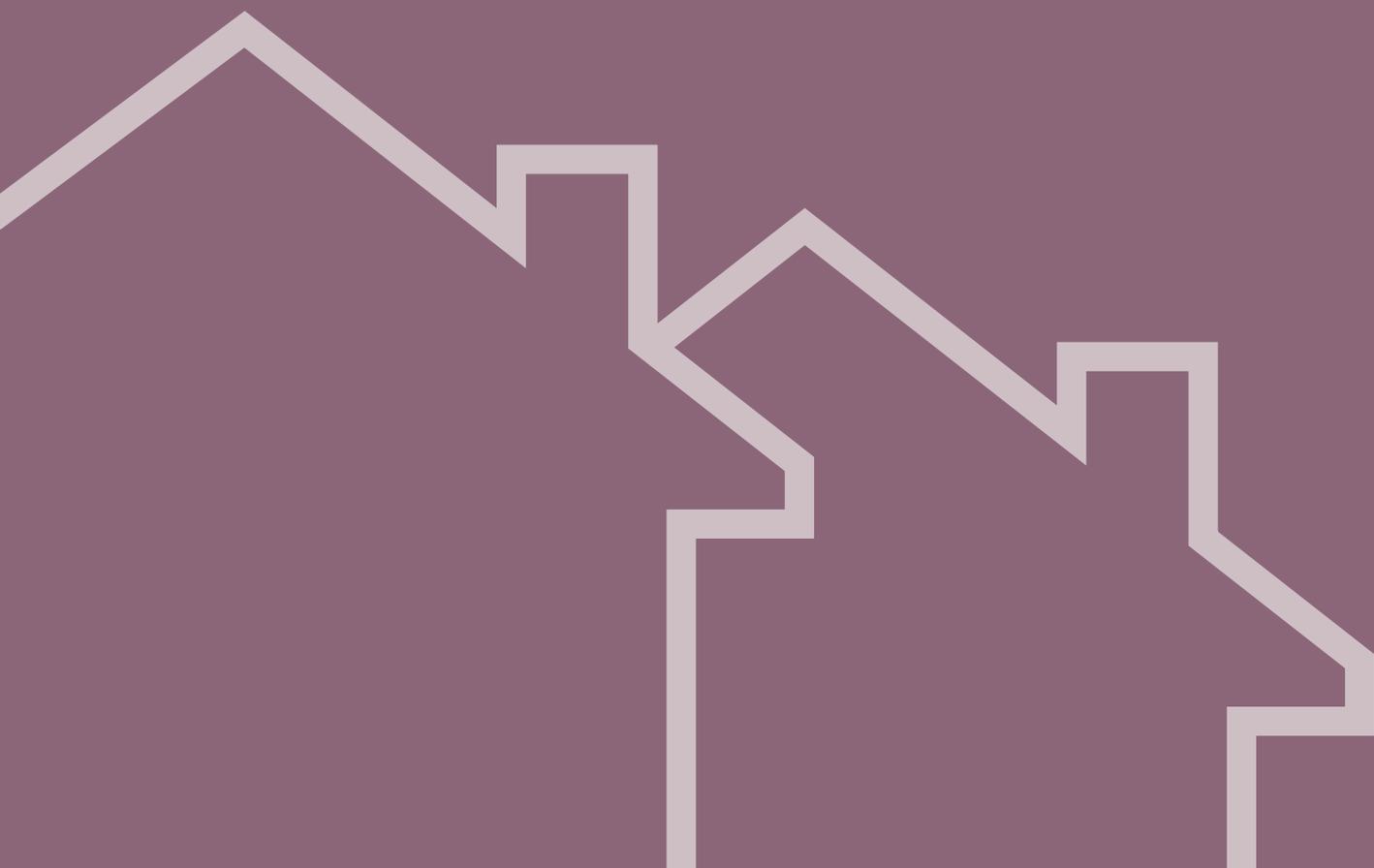
women.<sup>22</sup> Although Universal Credit is for working age claimants only, the reforms have the potential, directly or indirectly, to affect the lives of a significant number of older people in Scotland. The exact impacts will become clear during the life of this strategy. We will work together to keep these matters under review and take whatever action we can to influence the reforms and mitigate their impact.

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<sup>22</sup> Housing Benefit Reform: Scottish Impact Assessment <http://www.scotland.gov.uk/Topics/Built-Environment/Housing/supply-demand/chma/BenefitChangeAssessment>

# Chapter 2

## Our vision and commitments



## CHAPTER 2: OUR VISION AND COMMITMENTS

***Older people in Scotland are valued as an asset, their voices are heard, and older people are supported to enjoy full and positive lives in their own home or in a homely setting.***

2.1 We want to see more older people living in housing which suits their needs and helps maintain their independence. Housing is not just bricks and mortar, but a reflection of experience and facilitator of lifestyle choices. It is important to everyone, but particularly to older people, who are more likely to have impairments which reduce their mobility and to spend more time at home than people of working age.

2.2 As the number of older people in the population increases, so does diversity, accompanied by changing demands and aspirations. As with the rest of society, older people are becoming increasingly active consumers and rightly expect choice in their housing and support.

2.3 What older people are looking for in their homes will clearly vary from person to person, but generally, the following areas are seen as important: adaptability; space for storage and visitors/carers; low maintenance; safety; downstairs bathroom, with level access shower; affordable to heat; manageable garden; access to transport and amenities; safe and secure communities; repairs and adaptations services; and involvement in planning. Older people, in particular, are concerned about overall affordability, taking account of the costs of maintaining a home, including rent or mortgage costs; fuel costs; Council Tax; and transport costs (a particular issue in remote and rural areas).

2.4 Based on its discussions and research with older people and other interested parties, the Wider Planning for an Ageing Population working group identified areas where change is needed to improve housing and related support for older people. These were arranged under the following outcomes, which the group wanted to achieve:

- Clear strategic leadership is in place at national and local level about the housing outcomes to be delivered for older people.
- The information and advice needed by older people to make the best decisions about their housing and support is provided.
- Older people are better assisted to remain in, and make best use of, existing housing stock.
- The needs of older people for low level, preventative support are met.
- Investment in new housing provision across the sectors meets future needs of older people.

2.5 These five outcomes now form the basis of the framework for this strategy.

## The main principles

2.6 Underlying these outcomes, there are a number of important principles, on which this strategy is based, and which run through the commitments we are making. These are:

- **Older people as an asset.** While there are challenges in ageing, older people are an asset to our society and also a big part of the solution, in terms of the care and support they provide themselves, and the contribution they make to their communities. Older people's experiences are vital to ensuring that the services they use are fit for purpose. They should be involved in the planning and design of services which affect them, using models of 'co-production'.
- **Choice.** As life expectancy increases, we have multiple generations of older people, with differing situations, needs and expectations, reflecting their individual life experiences. There is no single model of housing and support services that meets the needs of all. We, therefore, need a range of different types of services that are flexible and enable older people to choose the options, which reflect their individual lifestyles and are best for them. This is consistent with the principles of self-directed support.
- **Planning ahead.** Issues affecting housing and support for older people also affect others. Younger people need to know about and consider the choices facing them before they reach old age, when they are most able to do so. Planning for older age should be seen as a positive part of life, enabling people to prepare at an early stage for their future needs and enhancing their later years. The suitability of the home, in the event of more limited mobility, is of particular importance, including what changes would need to be made or whether a move should be considered.
- **Preventative support.** Most of this strategy is preventative in focus, in line with the priorities of the Christie Commission's report.<sup>23</sup> Housing and housing-related services provide a relatively inexpensive and cost-effective way of enabling older people to live independently at home. They will help to improve quality of life and reduce accidents, and so avoid more costly and traumatic hospital admissions or a move to a care home.

## Our commitments

2.7 This strategy presents a ten year vision and programme of action for housing and housing-related support services for older people. The outcomes that we seek and these commitments can only be delivered with concerted and co-ordinated action across central and local government, and in partnership with older people, local communities and service providers.

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<sup>23</sup> Commission on the Future Delivery of Public Services  
<http://www.scotland.gov.uk/Publications/2011/06/27154527/0>

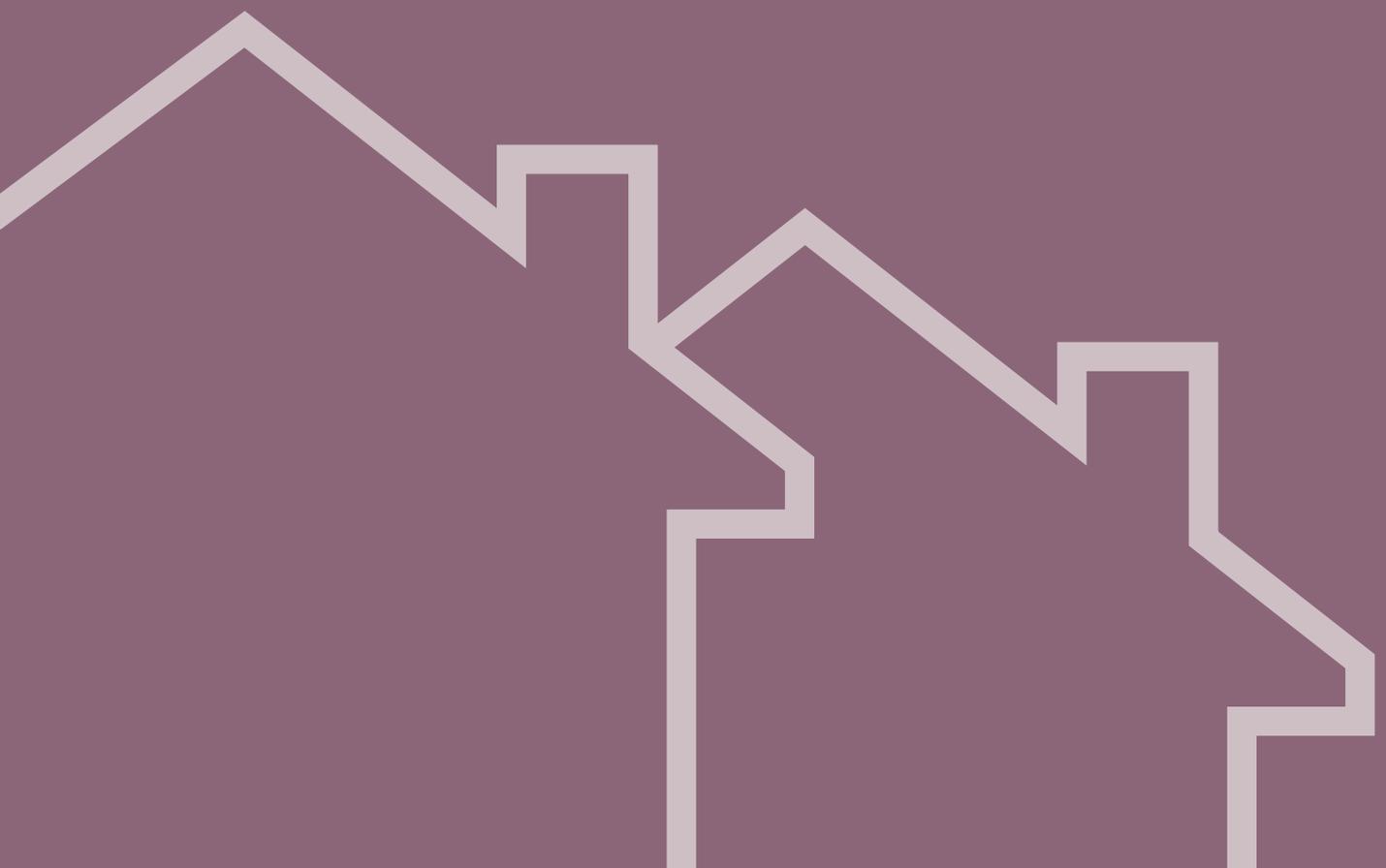
2.8 The Wider Planning for an Ageing Population report identified five outcomes that should be achieved for housing for older people. The following chapters set out our commitments in relation to each outcome, and what we expect to achieve. A summary of all of the commitments is provided in Annex A.

2.9 We know that things will not stand still, and that new issues will arise within the life of the strategy, as well as new opportunities and technologies. We will, therefore, have to be flexible and adapt our approach, as circumstances change. We will monitor the progress of actions closely and will undertake a major review of progress after five years in 2016.

2.10 Although this strategy focuses on older people and their housing needs, many of the housing features and types of support (e.g. adaptations) which are helpful to older people will also assist other groups, most significantly younger disabled people, who face many of the same issues in finding suitable housing and support. For this reason, the Scottish Government is working with disabled people as well as older people, in taking forward many of the actions in this strategy.

# Chapter 3

## Clear strategic leadership



## CHAPTER 3: CLEAR STRATEGIC LEADERSHIP

***The Scottish Government should provide a clear vision for housing for older people in Scotland, which supports older people to live independently at home.***

3.1 The Scottish Government is working to improve outcomes for older people, enabling them to live independently at home for as long as possible. Our role is to set the policy direction for Scotland as a whole, with our priority on facilitating the development of housing and services which help older people to live comfortably and securely. In doing this, we recognise that decisions on local policy and service delivery should be taken by those who know the local area and people best, and that there will be variations between local authority areas.

3.2 The National Performance Framework<sup>24</sup> underpins delivery of the Scottish Government's agenda. It is designed to be clear, logical and easy to understand, with each part of the framework contributing towards a single overarching purpose:

- 'to focus government and public services on creating a more successful country, with opportunities for all of Scotland to flourish, through increasing sustainable economic growth'.

Delivery of the purpose is underpinned by five strategic objectives: wealthier and fairer; smarter; healthier; safer and stronger; and greener. Purpose targets are high level targets that show progress towards the purpose, and national outcomes describe what the Government wants to achieve and the kind of Scotland we want to see. National indicators enable us to track progress towards the purpose and national outcomes. Under the outcomes based approach, the Scottish Government provides leadership and direction, while detailed management of services is undertaken by delivery partners, such as local government.

3.3 Our commitment to older people is integrated throughout the Framework, and there is a specific national outcome:

- 'our people are able to maintain their independence, as they get older and are able to access appropriate support when they need it'.

Appropriate housing and support for older people play a key role in delivering this national outcome.

3.4 Our work on the Reshaping Care for Older People programme has helped to increase understanding of the challenges of demographic change across Scotland, and the need to create an environment where housing, health and social care at all levels work together more effectively and efficiently. To support closer working between housing, health and social care at national level, the Reshaping Care

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<sup>24</sup> <http://www.scotland.gov.uk/About/purposestratobjjs>

programme includes in its vision a specific outcome that more older people should live in housing, which suits their needs and helps maintain their independence.<sup>25</sup>

3.5 Many different types of organisation are involved in the delivery of housing and support services to older people. These include local authorities and housing associations, as well as private and voluntary sector providers. It is important that these organisations work in partnership, so that older people have choice in the services that can support them to maintain independent living. Extending partnership working beyond the public sector can provide access to different skills, expertise and sources of finance. These can help to improve service quality and choice. We also recognise that we can learn from the private sector and its responsiveness to changes in demand and the provision of choice.

3.6 Many of the preventative support services which help older people to live independently at home are delivered by organisations in the third and voluntary sectors. This provision helps to extend the range of services from which older people can choose those that meet their needs. We will work with the third and voluntary sectors at both national and local level to support them to develop sustainable funding models that will ensure their survival through difficult economic times.

### ***What we will do***

3.7 We will improve our strategic leadership by:

- **Setting a clear vision for housing for older people.** Through this strategy, we are setting out what we want to achieve for older people's housing and housing-related support, along with a national framework for delivery, focusing on increasing alignment between housing, health and social care.

### **Consultation with older people**

***Policies and services that affect older people's housing and support should be developed in consultation and partnership with older people themselves.***

3.8 We are clear that, in developing policies relating to older people and services for them, we need to listen to older people and encourage their opinions both nationally and locally, and shape our services accordingly. At a national level, this strategy has been developed with the help of members of Age Scotland's Local Housing Panels. Many local authorities and housing associations have also been undertaking reviews of their services for older people in consultation with older people themselves. This is progress. However, we need to bear in mind that the services older people need and want will change over time, so this collaboration will continue.

3.9 Self-directed support enables people to make choices about the support services they need to live independently at home and to select those which meet

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<sup>25</sup> Reshaping Care for Older People: A Programme for Change 2011 – 2021  
<http://www.jitscotland.org.uk/action-areas/reshaping-care-for-older-people/>

their individual needs. At the moment, many older people are not aware of self-directed support and the opportunities it could provide for them. There is, therefore, a need to increase awareness of self-directed support and its benefits. The level at which people will wish to direct their support will vary between individuals. However, self-directed support should help to improve the integration and personalisation of services to each person's circumstances and provide a way for older people to be more involved in developing their own support.

**Case study: Aberdeen Sheltered Housing Network**

Aberdeen City Council established a Sheltered Housing Network to improve communication and consultation with sheltered housing tenants in 2008, following the transformation to an Integrated Care at Home and Housing Support Service.

The Network has enabled sheltered housing tenants to work with the Council to improve service delivery and has ensured tenants have a voice in decision making. They have participated in the design of a sheltered housing review; recruitment of senior housing and social work posts; and in producing their own magazine.

The benefits of the network are evidenced through improvements in working relationships between tenants, housing and social care services, with the real winners being the tenants themselves. They are passionate that older tenants are consulted and involved in decisions about their housing and support, and now have a way of ensuring their voices are heard. In 2010, the Sheltered Housing Network was the first tenants' group in Scotland to win the Tenant Participation Advisory Service (TPAS) Accreditation for best practice in tenant participation.

<http://www.aberdeencity.gov.uk/home/home.asp>

**What we will do**

3.10 We will involve older people in the development of policy and services that affect them by:

- **Promoting consultation with older people.** We will engage with, and take account of, the views of older people, in the development of policy initiatives which affect them.

**Strategic planning**

***Housing should play a full role in partnership with health and social care in supporting older people to live independently.***

3.11 Strategic planning is about setting out what we want to achieve and how we will do it. We recognise that effective strategic planning processes are vital to ensuring that we have the right mix of housing and support services, as our population ages and changes. However, the housing sector does not operate in a vacuum. It needs to work with health and social care and other sectors, such as planning and transport. Unfortunately, the different processes, business cycles and

terminology used by different sectors can create barriers to working together effectively.

3.12 We need to strengthen the connections, particularly between housing, health and social care, but also with other sectors, with greater use of shared outcomes, objectives and performance frameworks. Articulating how each sector contributes to the others' outcomes and objectives should help to ensure mutual understanding and alignment of priorities and roles at a strategic level. All sectors should be involved from the outset of policy and service development to achieve clarity about the links to local delivery and the incentives needed to make things happen and achieve progress. A common language and simpler strategy documents will help this process, along with greater focus on prevention and planning.

3.13 We will support the continued development of Local Housing Strategies,<sup>26</sup> which provide the strategic direction for dealing with identified housing need and demand, as well as the delivery of housing and related services across the local authority area. Alignment between the Local Housing Strategy process and local health and social care planning, through joint strategic needs assessments, will help to identify common aims and priorities, which take account of demographic change. This process will also support closer working on the assessment of overall local need and associated planning of investment and services.

#### **Case study: Angus Community Health and Housing Partnership**

Angus Council started building a strategic multi-disciplinary approach to older people's services some years ago. A Joint Consultative Group was then set up in 2010 between Social Work, Health and critically, Housing. This group, made up of senior officers from each sector, meets regularly to discuss national and local issues; monitor the progress of initiatives; and agree responsibility for delivering specific outcomes.

A key element was the early participation of Housing professionals in the shaping of strategy, so that effective and realistic outcomes could be designed, along with practical delivery. Cultural and methodology barriers between the different sectors have been broken down, and they now work in partnership towards common goals, based on mutual understanding of each partner's business aims and processes. However, the initiative goes much deeper, as there is now routine consultation at every level between Housing, Social Work and Health officers, in areas such as the Local Housing Strategy; housing adaptations; sheltered housing provision; and housing support.

Older people's services in Angus are becoming more effective as a result of the fully joined-up approach. Planning and co-ordination between the sectors is better, with many improvements, such as housing adaptations, being integrated into work already programmed. This saves both time and money and helps to embed a preventative approach to services.

<http://www.angus.gov.uk/>

<http://www.nhstayside.scot.nhs.uk/>

<sup>26</sup> <http://www.scotland.gov.uk/Topics/Built-Environment/Housing/supply-demand/lhs>

### **Case study: Aberdeenshire Council's consultation and strategic planning**

Aberdeenshire Council is planning how it will meet the future housing, support and care needs of older people. A key part of this strategic planning has been public consultation to gauge the views, preferences and aspirations of people approaching older age.

The Council commissioned research in 2010, and a 'Citizens' Panel' was also held to gather views. This included a cross-section of people aged between 55 – 65 years, who may potentially require care and/or accommodation in the next ten years.

The outputs from the consultation are helping the Council to plan for the anticipated future needs and aspirations of older people. The quality and nature of housing and care will be transformed to provide greater individual choice and control. A range of independent, semi-independent and full care accommodation will reflect the variations in need and preference of an older population in the future. Some sheltered housing is being remodelled to become very sheltered housing, with funding from the Change Fund for Older People's Services, to improve support for independent living. Care villages are also being developed in a partnership between housing, social care and health services, with accommodation providing different levels of support to promote and sustain independent living.

<http://www.aberdeenshire.gov.uk/>

### **What we will do**

3.14 We will improve strategic planning by:

- **Joining up our planning processes.** We will continue to work with local authorities, health boards and Community Planning Partnerships to support greater integration of needs assessment and strategic planning at local level.

### **Local delivery**

***The should be a range of local services, which have a preventative focus, and support older people to live independently at home.***

3.15 Many of the services, which help older people to live independently at home, are delivered by local authorities. Others are delivered by housing associations or the private or voluntary sectors, sometimes on behalf of local authorities. All help to achieve the outcomes in local authorities' Single Outcome Agreements. Single Outcome Agreements identify local priorities in the form of outcomes, which contribute to the national outcomes that the Scottish Government is seeking to achieve.

3.16 Housing, health and social care can work together in many different ways to improve service provision to help older people live independently at home. Greater communication and understanding of what each sector can offer will help to improve

co-operation between them. Working to build shared ownership and accountability for delivery of outcomes will also help to improve the quality and effectiveness of services. This could also help all three sectors to streamline and integrate the best of what they can offer. This is particularly important in remote and rural areas, where there are issues of accessibility of services, and the benefits of joining up could include an increase in the choice of services available.

3.17 Reductions in public funding mean we have to be more creative in the way we deliver services. Collaboration may include the sharing of resources, such as staff, buildings or funding, with benefits of increased efficiency in the services people receive and in budgetary terms. Improvements in the assessment of individual needs and allocation of properties can help to make best use of the available housing stock. A holistic approach with integration of the whole package of support that people receive can help to improve delivery, particularly its quality and effectiveness in achieving the desired outcomes.

3.18 Housing and housing-related support play an important preventative role, but interaction with health and social care services often arises at times of crisis, such as following emergency admission to hospital after a fall. This reflects how people's housing needs can change very suddenly and, if mobility is reduced, may result in a need for adaptations, or even a move to a new home. In these types of circumstances, joint working and flexibility are essential to help people return to their homes and communities. This will be made easier if good relationships already exist between housing, health and social care at local level.

**Case study: Smithfield Court rehabilitation service**

Smithfield Court is a rehabilitation service provided in 22 self-contained flats in a sheltered housing complex in Aberdeen.

The service is provided in partnership between Aberdeen City Council's social work and housing departments and the NHS. It is designed to promote recovery and a return to independent living for older people and other adults with physical or other difficulties, following illness or accident. The service is a key player in trying to reduce reliance on care home placements and support people to live in their own homes. It includes social care, housing support, physiotherapy and occupational therapy. Importantly, dedicated housing officers are available to assist with all housing issues.

Significant numbers of people have been supported to return to their own home or to less supported accommodation, regaining or learning activities of daily living skills; better able to self-manage long term disabilities or conditions; and building confidence. This has meant fewer admissions to care homes following hospital inpatient stay; prevented admissions to hospital; and reduced or ceased packages of care. Two studies have concluded that the service produced excellent outcomes for individuals, along with long term budget savings for health and social work services. What was a "low demand" sheltered housing complex now rarely has many vacancies.

<http://www.aberdeencity.gov.uk/home/home.asp>    <http://www.nhsgrampian.org>

3.19 The Scottish Government's £70 million Change Fund for Older People's Services<sup>27</sup> has been established, with the agreement of COSLA, to support the improvements needed to 'shift the balance of care' from institutional care settings to the community. The aim of the Fund is to optimise independence and wellbeing for older people at home, and the money can be used by local Community Planning Partnerships to fund change and innovation in a range of local social care and housing services, supporting collaboration between housing, health and social care.

### ***What we will do***

3.20 We will support local delivery by:

- **Supporting service innovation to 'shift the balance of care'.** We have established the £70 million Change Fund for Older People's Services to support the innovations in services which help older people to live independently at home. We will increase funding to £80 million in 2012-13 and work to increase access to the Fund for housing.
- **Encouraging local partnership.** We will develop a central reference website of providers of housing and support for older people and their remits, for use by organisations seeking local partners.

### **Demonstrating the benefits of housing and support**

***There should be greater recognition of the value of housing and housing-related services in enabling older people to live independently at home.***

3.21 There is widespread agreement about the social advantages and financial benefits of enabling older people to live independently at home, both to the individuals themselves and to the wider community. Housing adaptations and other housing-related preventative support services play a major role in achieving this.

3.22 Good housing and housing-related support can also provide benefits, which have an impact throughout the health and social care systems, by reducing hospital admissions and delayed discharge. However, this is not always well understood. We know that providers of preventative support services find it difficult to quantify the benefits their services provide, and the value of preventative services is not always recognised. This can make these services vulnerable, when public funding is tight, and there are difficult choices to be made.

3.23 The case for housing-related preventative support services needs to be better made and recognised to enable service providers and others to demonstrate the benefits they bring. We, therefore, welcome the recent Social Return on Investment study<sup>28</sup> undertaken by Bield, Hanover (Scotland) and Trust Housing Associations on

<sup>27</sup> <http://www.scotland.gov.uk/Topics/Health/care/reshaping/guidance>

<sup>28</sup> Measuring the Social Return on Investment of Stage 3 Adaptations and Very Sheltered Housing in Scotland <http://www.trustha.org.uk/news/newsdetails.php?newsID=110>

housing adaptations and very sheltered housing, and the development of the Better Futures outcomes tool for housing support services.<sup>29</sup> We also recognise that we need to consider the particular housing and support needs of older people with dementia and other complex needs, and of older people from different equality groups.

### ***What we will do***

3.24 We will promote the benefits of the right housing and housing-related support by:

- **Demonstrating the case for housing and support.** We will identify the case for investment in housing and related support to achieve the outcomes we are seeking for reshaping care for older people. This would bring together evidence of the impact achieved in relation to particular aspects of different support services.

**Our vision for 2021 is that a higher proportion of older people will live independently in the community, with a range of housing and support services which help them to do this.**

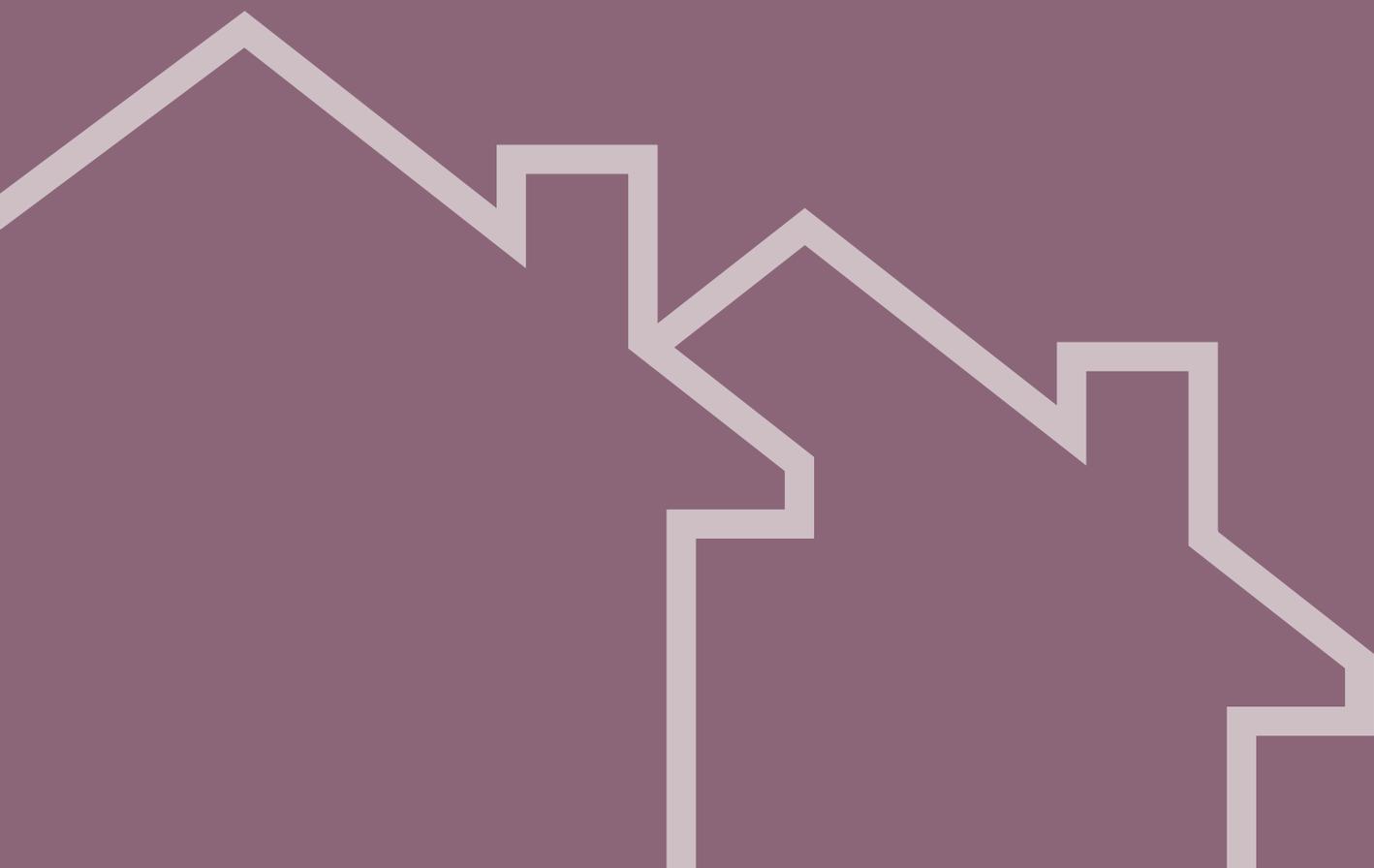
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<sup>29</sup> <http://www.ccpScotland.org/hseu/information/better-futures>



# Chapter 4

## Information and advice



## CHAPTER 4: INFORMATION AND ADVICE

***Older people should receive information and advice in time to make the best decisions about their housing and support.***

4.1 This strategy recognises the importance of choice, through the delivery of a range of housing and housing-related support options to those older people who need them. However, it is not enough that this support exists. We need to ensure that older people know about the housing and support services that are available and how to get them. This is particularly important for home owners, who don't have a landlord to turn to for housing advice or help with accessing other services, such as adaptations.

4.2 Good information empowers people to take a more active role in directing their care and support. Many older people receive significant amounts of support through informal networks of family and friends, and their advice can be important in reaching decisions about issues such as moving home and seeking adaptations or preventative support services. However, we believe that awareness can be increased through the provision of high quality information and advice services. There is a role for national information services, but there is also a clear need for local, contextualised information and advice. There are already many good information and advice services in Scotland, which are not always well publicised, and some of these are specifically targeted at older people. However, we believe there may be scope to extend existing networks, including those provided by older people themselves, to increase provision of advice on housing and support for older people.

4.3 Many older people do not access benefits and support, due to issues such as stigma, lack of knowledge and difficulties with mobility or communication. Some people are anxious about means testing, and the complexity of the benefits system can be daunting. Ensuring that older people receive the benefits to which they are entitled can considerably improve their quality of life.

4.4 Although use of technology and the internet is increasing, older people currently have lower levels of internet usage than the rest of the population. This will change over time, but other sources of information and advice still need to be available. Many older people particularly value face to face advice or advice by telephone. Services which undertake home visits are particularly important for people, who are unable to travel or who live in remote areas.

### **Case study: Older People's Advice Service**

Link Housing Association established the Older People's Advice Service (OPAS) to combat poverty and financial exclusion, by improving take-up of older people's benefits. It operates in several areas of Central Scotland, with particular emphasis on people who have health problems; are housebound; or who live in remote areas. A pilot is also being undertaken with tenants of Glasgow Housing Association.

OPAS aims to ensure that older people are given an opportunity to claim the benefits

and get the support they need. To overcome barriers, such as stigma, lack of knowledge and difficulties with mobility or communication, OPAS takes its service directly to older people, through personally addressed mail-shots, followed by telephone calls and home visits. A named Welfare Rights Officer deals with the person throughout the process and can provide referrals to other services if needed.

OPAS has gained over £9 million of benefit income for older people, since it was established in 2005, and dealt with 6,600 clients. It has won a number of awards, including the Herald Society Award for Service Provider of the Year (working with 65+ age group) in 2010. A Social Return on Investment study in 2010 found that every £1 invested realised £27.53 in outputs.

<http://linkhousing.org.uk/>

### ***What we will do***

4.5 We will help older people to receive the information and advice they need by:

- **Reviewing information and advice services.** We will examine services which provide information and advice on housing and support for older people, taking account of existing advice provision to ensure the best use is made of information about the opportunities available to older people.
- **Publicising information sources.** We will continue to publicise existing sources of information, such as the House Key,<sup>30</sup> the Care Information Service,<sup>31</sup> the Age Scotland Helpline,<sup>32</sup> Citizens Advice Bureaux and Citizens Advice Direct.<sup>33</sup>
- **Improving online information.** We will review and, where necessary, develop online information on housing and support for older people on the House Key website.

### **Housing options**

***Older people should receive advice that considers their housing needs in a holistic way, taking account of the full range of options that is open to them.***

4.6 The housing options approach<sup>34</sup> looks at all of an individual's housing options and choices in the widest sense, focusing on early intervention and all possible housing tenures. It can also cover other areas, such as debt and health issues. The housing options approach has been applied with homeless people, focusing on preventing homelessness and seeking other outcomes for them. We believe that the same principles could benefit other groups with particular housing needs, including

<sup>30</sup><http://www.scotland.gov.uk/Topics/Built-Environment/Housing/access/housingsupport/supportservices>

<sup>31</sup><http://www.careinfoscotland.co.uk/home.aspx>

<sup>32</sup><http://www.ageuk.org.uk/scotland/>

<sup>33</sup><http://www.citizensadvice.org.uk/>

<sup>34</sup><http://www.scotland.gov.uk/Topics/Built-Environment/Housing/homeless/HomelessnessPrevention/hubs/options>

older people, by providing intensive advice and support at times of transition, e.g. a move to a new home.

**Case study: East Renfrewshire Council's Private Housing Officer**

Since 2010, East Renfrewshire Council has been providing a dedicated housing options, adaptation, information and advice service to older and disabled people, mainly in the private sector.

The service provides a holistic approach to housing, tailored to each individual. A dedicated officer provides individually tailored information and advice on the full range of available housing options; signposting to sources of financial information; practical assistance in identifying suitable housing; assisting in the planning of new housing development projects to meet the disability-related housing needs of future occupants; developing records of accessible properties; and arranging provision of housing adaptations.

Through the provision of information, advice and practical assistance, many residents have been able to stay in their own homes for longer or relocate to more suitable housing.

<http://www.eastrenfrewshire.gov.uk/>

**Case study: Ownership Options in Scotland**

Ownership Options provides a unique free service, open to older people and disabled people in Scotland. Ownership Options helps people to find 'the right house in the right place', working across all housing tenures. No-one is ever turned away. The service is funded by a Scottish Government grant.

Recent initiatives include the establishment of 'Access Ownership' (a shared ownership programme run in partnership with the Link Group); work with private developer, Lomond Homes to offer shared ownership and part exchange; and development of 'Ownership Angels', where wealthy individuals or businesses can invest in a housing solution for a disabled person.

Through its work, Ownership Options helps to reduce the impact of delayed discharge from hospital and allows people to stay in their own homes and communities, as an alternative to inappropriate residential care. A Social Return on Investment study on the casework service has shown a return of £10.72 for every £1 invested.

<http://ownershipoptions.org.uk/>

## **What we will do**

4.7 We will help to ensure older people can receive information and advice about all the housing and support options available to them:

- **Making choice matter.** We will work with local authorities to pilot the housing options approach for older people and, if successful, promote its implementation more widely across Scotland.

## **Scottish National Standards for Information and Advice Providers**

***Older people should receive information that is of a high quality to enable them to make the best decisions about their housing and support.***

4.8 We are working to improve the standard of information and advice provision in Scotland through promotion of the Scottish National Standards for Information and Advice Providers.<sup>35</sup> The National Standards provide a framework for information and advice providers to develop and deliver effective and efficient services.

4.9 In line with the Standards, advisers should be trained in communication skills, so that they can meet the needs of older people with particular communication needs, such as those with hearing or sight loss or from black and minority ethnic communities. Plain English should be used, but information and advice needs to be tailored to each individual's particular situation, including through provision in other languages, Braille, Moon, British sign language on DVD or recorded voice where appropriate. This type of personalised contact, and support and time to make choices, is especially important, where major life changing decisions are being made, such as moving from the family home. Particularly, in rural areas, older people are often dependent on home visits for information, where it is important to have locally known and trusted advisers with the ability to signpost or refer people to other sources of information and advice.

## **What we will do**

4.10 We will help to improve the advice available to older people by:

- **Enhancing the quality of advice.** We will encourage organisations providing information and advice to older people to gain accreditation under the Scottish National Standards for Information and Advice Providers.

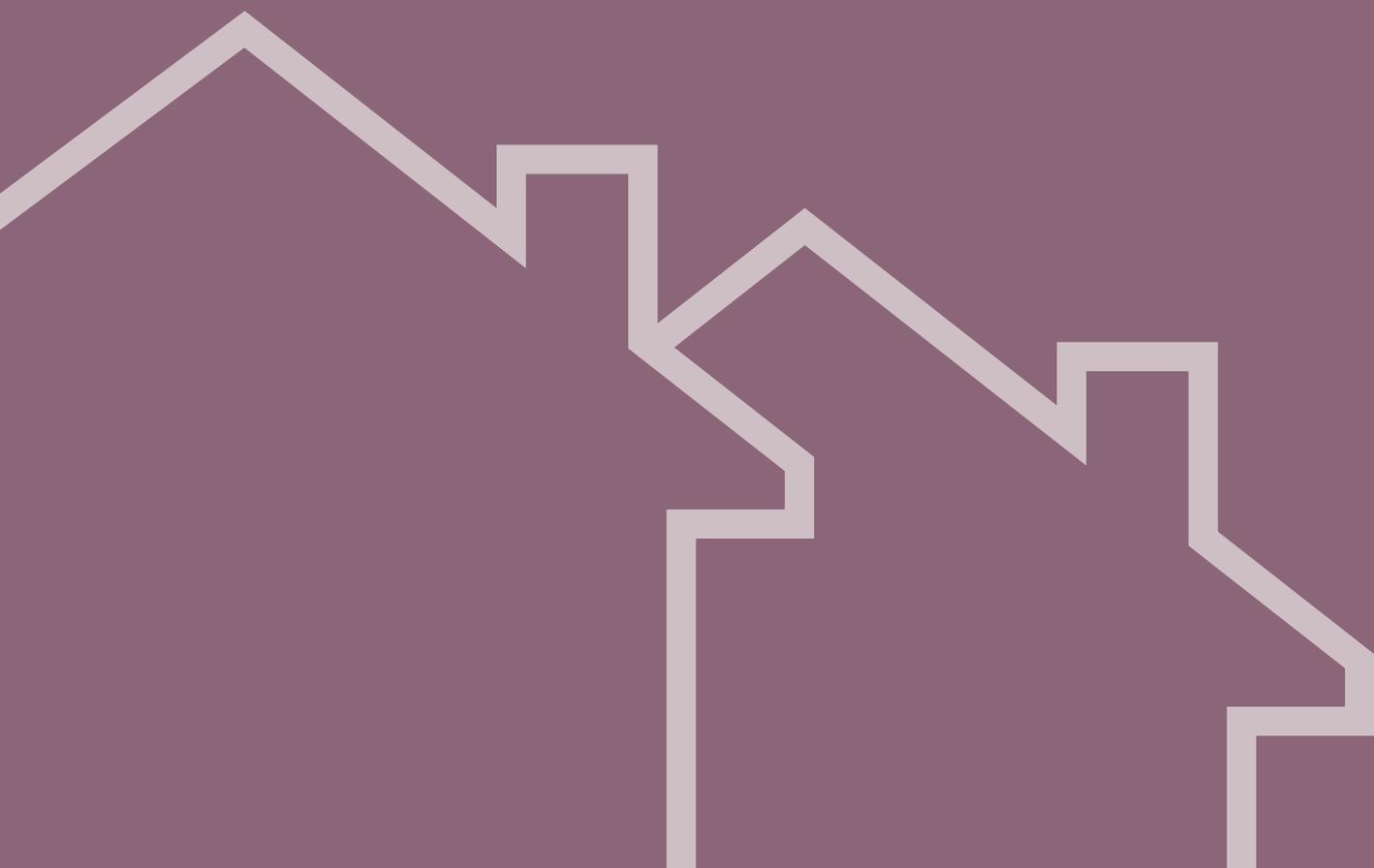
**Our vision for 2016 is that there will be a comprehensive range of information and advice services covering housing and related support, which is accessible to older people throughout Scotland.**

<sup>35</sup> <http://www.scotland.gov.uk/Topics/Built-Environment/Housing/access/nationalstandards>



## Chapter 5

# Better use of existing housing



## CHAPTER 5: BETTER USE OF EXISTING HOUSING

5.1 This strategy recognises the importance of existing housing for older people and places considerable emphasis on making sure that the right services are in place to make best use of that housing. The great majority of the current population, not just those who are already over 65 years, will live their lives in houses which are already built. While new housing continues to be built, current rates of house building in both the private and public sectors will only gradually replace and extend the existing stock of housing.

5.2 We recognise that older people do not all want to live in the same way and in the same types of housing. In finding ways to make better use of our existing housing, our focus will be on all tenures – privately owned housing, private rented housing, local authority and housing association properties. We will focus on both mainstream housing and housing which has been specifically designed to meet the needs of older people.

5.3 Our review of evidence has highlighted five areas where improvements are needed in particular. These are:

- **Housing adaptations** – making changes to people’s homes to increase or maintain their independence and reduce the risk of an accident;
- **Repairs, maintenance and keeping warm** – maintaining and improving people’s homes, particularly where basic amenities fall below standards which are acceptable today;
- **Support to move home** – helping older people with the emotional and physical demands of moving home, so they can move to a property which better suits their needs;
- **Housing with care or support** – making better use of our existing stock of housing which has been built specifically for older people, particularly sheltered housing; and
- **Using personal resources to adapt and improve housing** – assisting older people to use the assets in their home to provide themselves with the housing which is most suitable for their needs.

## Housing adaptations

***We want to see housing adaptations services across Scotland that respond to the challenges of an ageing population. All older people, wherever they live and whatever the tenure of their home, should have access to services which can adapt their home, reducing the risk of accidents and improving their independence and quality of life.***

5.4 Adaptations are a key contribution by the housing sector to enabling people to sustain independent living. They help to prevent falls and have benefits for health and wellbeing, by enabling people to make full use of their homes. They can also help carers, by reducing the risk of injury and improving physical and mental health. Adaptations do not just help people with mobility problems, but also those with sensory impairments, through the provision of devices like flashing doorbells.

5.5 There is now a significant body of evidence that shows the importance and cost-effectiveness of housing adaptations in reducing accidents in the home. For example, in 2007 the cost of a fractured hip was estimated at £29,000, compared with £6,000 for a major housing adaptation, or a few hundred pounds for grab rails.<sup>36</sup> Bield, Hanover (Scotland) and Trust Housing Associations recently commissioned a Social Return on Investment study of adaptations in their sheltered and very sheltered housing developments. It found that, for an average cost of £2,800, each adaptation saved the Scottish health and social care systems an average of over £10,000.<sup>37</sup>

5.6 Local authorities, housing associations and householders have made substantial investment in housing adaptations in recent years. However, more people will need adaptations, as the population ages. All things remaining equal, it is estimated that the overall number of pensioner households requiring adaptations will rise from 66,300 in 2008 to over 106,000 in 2033.<sup>38</sup> We need, therefore, to find better ways to ensure that this investment is available to others who need an adapted home, as outcomes can be improved, if those adaptations are provided at an early stage. Our review of current arrangements has shown that there are opportunities to improve both the quality of adaptations services and outcomes for those who have them, while also improving cost efficiency. There are issues about the time taken to get adaptations installed; design and quality; and questions about how equitable the current funding arrangements are.

5.7 Arrangements for the provision and funding of housing adaptations vary, depending on the tenure of the property. For people in social rented housing, adaptations are undertaken by landlords. For those in the private sector, the Housing (Scotland) Act 2006<sup>39</sup> established the Scheme of Assistance, under which local authorities have a general duty to assist home owners and people in the private

<sup>36</sup> Better Outcomes, lower costs <http://odi.dwp.gov.uk/common/publications-index.php>

<sup>37</sup> Measuring the Social Return on Investment of Stage 3 Adaptations and Very Sheltered Housing in Scotland <http://www.trustha.org.uk/news/newsdetails.php?newsID=110>

<sup>38</sup> The Impact of Population Ageing on Housing in Scotland <http://scotland.gov.uk/Publications/2010/07/20125707/0>

<sup>39</sup> <http://www.legislation.gov.uk/asp/2006/1/contents>

rented sector who need adaptations to their homes. The assistance can take the form of advice, practical help or financial assistance.

5.8 Our priority is to improve the arrangements for providing housing adaptations and to make better use of those properties which have already been adapted. We know that locally there are excellent examples of streamlined, effective services. We want to see this good practice replicated across Scotland and to look at ways to make better use of the existing network of Care and Repair services. We are confident that more can be achieved and have established an independently chaired Adaptations Working Group to consider how to achieve simpler, more equitable and more effective delivery of adaptations. As adaptations services also support disabled people, the Group includes organisations representing their interests. It is due to submit its proposals for improvement in June 2012.

**Case study: Borders Care and Repair's 'One Stop Shop'**

Borders Care and Repair provides a 'One Stop Shop' for major adaptations, under a service level agreement with Scottish Borders Council. The service provides housing adaptations for older people and disabled people living in all housing tenures.

An in-house occupational therapist (the first for Care and Repair in Scotland) ensures that all adaptations are designed specifically for each client's long term needs. Covering all housing tenures means that an overview can be taken to ensure that a consistent approach is taken to eligibility and priority. The single point of contact enables more clients to be seen, which assists with hospital discharge and speeds up the process for those in need to remain at home.

Borders Care and Repair also provides advice to people who wish to fund their own adaptations, providing information on the options available and what to look for in products. They can also provide plans and specifications, arrange estimates from contractors and project manage the works if required. This service helps people to ensure that their homes will remain suitable for a longer time, reducing the need for future adaptation.

<http://www.eildon.org.uk/3/58/Borders-Care-and-Repair.aspx>

**Case study: Highland Council's adaptations self-assessment**

Highland Council has introduced self assessment for certain types of housing adaptation. The Council recognised that older people and disabled people were undergoing numerous assessments in order to live independently, so developed a process which makes use of current assessments that people have already undergone for benefits and other entitlements. People who meet the criteria will automatically receive certain types of adaptations, including level access showers (the most common major adaptation), without the need for a further assessment (by an Occupational Therapist).

The main benefits of the initiative have been to speed up the delivery of these adaptations by reducing the number of assessments needed, and to free-up the time

of occupational therapists to focus on more complex assessments.  
<http://www.highland.gov.uk/>

### **Case study: East Lothian Council's Housing OT Service**

East Lothian Council established a Housing Occupational Therapist (OT) service in 2001 to streamline and improve its housing adaptations service.

The Housing OT is a single point of reference for all service users, architects and contractors, saving both time and costs, and is involved in the assessment, design and installation of major adaptations, as well as assessments of need. The post has facilitated the development of expertise in adaptations, ensuring best value and design to meet service users' needs and for long term use of property; consistency in design and provision; and advice regarding options for adaptations and re-housing.

Evaluation of the service in 2010-11 showed very high satisfaction levels among users of the service, with an average satisfaction level across all areas of 99.4%.

In addition, the Housing OT role has expanded to contribute advice on design of new build developments; housing allocations; and planned maintenance and refurbishment programmes.

<http://www.eastlothian.gov.uk/site/index.php>

5.9 We also need to make better use of those properties which have already been adapted, ensuring that where possible they are allocated to disabled people and older people, and that adaptations are not removed without good reason. We have supported the development of a register of accessible housing to assist people to find accessible or adapted housing in locations that are right for them. It should be particularly helpful to people who need to move to a new area, where they aren't familiar with local housing options.

5.10 We need to recognise that some properties, such as traditional tenement flats on upper floors, are not well suited to adaptation. In cases where adaptations will not produce a good solution, a move to a more suitable property is likely to be a better option. Advice and support will be important for people who have to make such a move, and the register of accessible housing should be helpful in finding a new home.

### ***What we will do***

5.11 We will improve the arrangements for housing adaptations by:

- **Ensuring that delivery and funding arrangements are fit for purpose.**  
Through the Adaptations Working Group, we will consider whether there is a need for fundamental change to the funding and delivery of housing adaptations, so that they provide the best outcomes for those who need them.

- **Reviewing support for adaptations for home owners.** We will review the disability adaptations elements of the Scheme of Assistance to assess whether changes are required, pending any more fundamental change in the delivery of adaptations across all housing tenures.
- **Making the best use of adapted and accessible properties.** We will continue to support the development of a register of accessible housing by Glasgow Centre for Inclusive Living, to help disabled people across Scotland to find homes that are suitable for them.

## Repairs, maintenance and keeping warm

***Older people should live in homes, which are warm, dry and secure, and should have easy access to reliable tradespeople to undertake repairs and maintenance.***

5.12 Many older people, particularly in the private sector, live in homes which have some level of disrepair. In most cases, this is relatively minor and does not cause serious problems. However, in some instances, disrepair is of a level that affects the occupier's health and presents dangers to everyday living.

5.13 The Scottish Housing Quality Standard (SHQS)<sup>40</sup> is the Scottish Government's principal measure of housing quality. It provides a minimum standard, below which a property should not fall. Housing owned by local authorities and housing associations must meet the standard by April 2015. Many social landlords are undertaking refurbishment and improvement programmes in their housing stock to meet the SHQS. Such programmes can be used to deliver housing adaptations to tenants who need them, or are likely to do so in future. In 2004-05, 23% of people aged 60 and over were living in properties which passed the SHQS, compared with 25% of the population as a whole. This increased to 38% for both groups in 2009.<sup>41</sup> Private sector housing is not required to meet the SHQS, but can be assessed against it.

5.14 The Scottish Government is also working with social landlords to develop a climate change standard for social housing to go beyond the SHQS, which will help reduce greenhouse gas emissions and improve the energy efficiency of housing. The new standard is due to be announced in late 2012, and landlords will be expected to meet it by 2020.

5.15 The Tolerable Standard defines the minimum condition that is required for a home to be habitable. A very few homes in Scotland do not meet the Tolerable Standard, with a relatively higher proportion in rural areas than urban areas. Around 1.2% of people aged 75 and over live in homes which do not meet the Tolerable Standard, compared with 0.6% of the population under 75.

<sup>40</sup> <http://www.scotland.gov.uk/Topics/Built-Environment/Housing/16342/shqs>

<sup>41</sup> Scottish House Condition Survey <http://www.scotland.gov.uk/Topics/Statistics/SHCS>

5.16 Responsibility for repairs and maintenance is an important part of home ownership, but older people can find it more difficult to maintain their homes in a good state of repair, often due to problems in finding reliable tradespeople to undertake repairs. Helping older people to maintain their homes can help to improve health and reduce hospital admissions. In these circumstances, access to good information and advice is important to let people know what services are available in their area. Care and Repair have particular expertise in assisting older home owners with homes in disrepair.

**Case study: Home Happening programme**

South Lanarkshire Council has been carrying out a major improvement programme to upgrade kitchens and bathrooms in its housing stock since 2004. To make best use of existing housing stock to meet the needs of older people and increasing demand for adaptations, the Council employed occupational therapy staff to work on the programme. Their role was to assess the individual needs of tenants, who had been identified as needing specific help, and provide flexible long term solutions within the design specification of the new kitchens and bathrooms.

To date, adaptations have been carried out to over 2,400 properties through the Home Happening programme (around 10% of the Council's stock). As well as ensuring the specific needs of tenants are met, this also improves the longer term flexibility of homes to meet a range of needs. This approach has proved cost-effective, with a significant reduction in the number of responsive adaptations required in Council housing stock, from over 2,000 adaptations costing £2.6 million in 2005-06 to 1,124 costing £1.8 million in 2010-11. This reduction has taken place against the background of an increase in the number of older households and has helped the Council to continue to meet overall demand for adaptations.

<http://www.southlanarkshire.gov.uk/>

***Keeping warm***

5.17 Keeping the home sufficiently warm is a major challenge for many older people, particularly in rural areas, where many homes are not on the mains gas network. 'Fuel poverty' is the term used to describe the situation where a household would need to spend more than 10% of its income on all fuel use to heat the home to a satisfactory level. We remain committed to working to eradicate fuel poverty, as far as is reasonably practicable, by 2016.

5.18 The Energy Assistance Package<sup>42</sup> is the main vehicle to achieve this aim. The scheme is a holistic package of services and support, which takes a four stage approach, with the aim of increasing energy efficiency and reducing fuel poverty for those who are most in need. In addition to physical measures for eligible households, such as installation of central heating, the package also offers income maximisation advice and benefit and tariff checks to improve energy efficiency in the home. The majority of people, who have benefited from the Energy Assistance Package, have been older, but it has now been extended to new groups, including

<sup>42</sup> <http://www.scotland.gov.uk/Topics/Built-Environment/Housing/warmhomes/eap>

people in receipt of Carer's Allowance. In addition, the new £50 million Warm Homes Fund will be used to deliver energy efficiency, district heating and other measures for people who are fuel poor. Delivery of the Warm Homes Fund will be considered as part of the Review of the Fuel Poverty Strategy.

5.19 Despite all that is being achieved through fuel poverty and energy efficiency programmes, the dramatic increases in fuel prices could push additional households into fuel poverty. The Scottish Fuel Poverty Forum has been tasked with leading an urgent Review of the Fuel Poverty Strategy. There will be three strands to the Review – a review of the nature of fuel poverty and its drivers; future options for our fuel poverty programmes and maximisation of the leverage of external funds; and an examination of engagement on issues, which are reserved to the UK Government. The outcomes of the Review will be reported to the Scottish Parliament early in 2012.

#### **Case study: Angus Care and Repair's Energy tariff check**

Angus Care and Repair carries out an impartial energy tariff check for older or disabled people. The service was developed by Angus Council Trading Standards, in conjunction with uSwitch. Care and Repair is leading with the service for older and disabled people to give them alternative supplier options or other ways of saving money on their energy costs.

Most clients do not have computer access or are not comfortable using technology. They also tend to spend a lot of time at home and are usually less mobile, so need more heat to stay warm. A service which can help them to save money on energy costs is important.

To date, half of the clients seen spent more than 10% of their income on energy costs. The options suggested through the energy tariff check would save an average of £200 per person per year. Angus Care and Repair is now also able to take the service into people's homes, with funding from British Gas Energy Trust to purchase the necessary technology.

<http://www.anguscareandrepair.org/index.htm>

#### ***What we will do***

5.20 We will help older people to maintain and improve their properties by:

- **Improving the quality of our housing stock.** We will support the improvement of housing quality, so that housing in the social rented sector meets the Scottish Housing Quality Standard by April 2015 and the new climate change standard by 2020.
- **Helping older home owners to maintain their homes.** We will support the extension of information and advice on housing options to help home owners to find reliable tradespeople to undertake repairs and maintenance, including through the development of trusted traders schemes.

- **Keeping warm.** We will undertake an urgent Review of the Fuel Poverty Strategy, in the light of increases in fuel prices. We will also take forward the Warm Homes Fund and continue to develop the Energy Assistance Package. These measures will help older people to maintain a comfortable and warm home environment.

## Support to move home

***Advice and practical assistance should be available to all older people, to help them find housing, which provides a suitable physical environment to meet their health, social care and support needs.***

5.21 We know that older people want to remain living at home for as long as possible. However, we also know that, in some cases, it may not be possible to undertake the adaptations required to meet the individual's needs. A move to an accessible home may help some people to continue to live independently for longer. A smaller home may also provide financial benefits, in terms of being cheaper to heat and maintain. Where this is the case, it is important that a move to a more suitable home takes place before a crisis point is reached.

5.22 Moving home can be stressful at any age, but for an older person it is often more so, partly because the move may mean leaving a long time family home with the emotions that surround this, but also because of the physical and financial demands associated with moving house. They may also face difficulty in finding a suitable alternative property. Informal support networks can be important here, but there can be a need for practical support for moving, including the provision of independent information and advice about alternative housing options, where location, quality and affordability will be key. This would assist older people to move at the right time to homes which better meet their current and future needs.

5.23 Some social landlords offer 'downsizing' schemes, which help people living in homes which are too big for their needs to move to a more suitable property, which may be nearer to family support networks. Provision of practical support usually forms a key part of such schemes, and there is sometimes an additional financial incentive.

5.24 There are benefits to the wider housing system when older people move from larger to smaller properties, in terms of 'freeing up' family homes. However, we are clear that such moves should be an independent choice, and older people should not be coerced into moving.

### **Case study: Highland Council's 'Downsizing' scheme**

Highland Council has introduced financial and practical incentives to support tenants of all Highland Housing Register landlords to move to a smaller home. The scheme is designed to provide suitable housing for older people and others with homes that are too big for them, and to stimulate the supply of much-needed family sized social rented houses in areas where there are pressures.

Practical support available under the scheme includes the provision of information and advice; help with removal arrangements; and with preparation of the new home, if needed. Financial incentives vary, depending on the number of bedrooms given up and removal costs.

The scheme is a partnership between the Council and local housing associations, with the practical support and costs of the incentives being met by Highland Housing Register landlords.

<http://www.highland.gov.uk/>

### **Case study: Accessible Housing Register**

Glasgow Centre for Inclusive Living (GCIL) provides a range of user-led services, including a housing options advice and advocacy service in Glasgow. It has also developed an online Accessible Housing Register to help disabled people to find suitable housing, with the aim of rolling out across the whole of Scotland.

The Accessible Housing Register provides information about disabled people's needs for accessible homes and a single database of accessible and adapted homes by location, size and accessibility features. The idea is that disabled people can be matched with accessible housing coming available for let. The national system is currently at the pilot stage. It includes a framework to capture information on accessible and adapted housing, in both the social rented and private sectors, in all local authority areas in Scotland.

The Register focuses on accessibility rather than impairment, and seeks to involve everyone in identifying solutions and encouraging co-operative problem-solving. It aims to deliver an on-line housing system, which will create opportunities for disabled people to find accessible housing in their own area and across Scotland, and lead to improvements in health and wellbeing.

The Register also helps housing providers by improving information about accessible housing; ensuring investment in housing adaptations is put to best use; and speeding up housing allocations, thus reducing the time that properties stand empty, with corresponding rental loss.

<http://www.gcil.org.uk/>

### ***What we will do***

5.25 We will help older people seeking a move by:

- **Building on best practice in the social rented sector.** We will encourage all social landlords, both local authority and housing association, to build on the experience of those landlords that have introduced packages of support and assistance for older people to move to more suitable properties.
- **Making available comprehensive information and advice on housing, support and care options.** We will re-shape and, if necessary, extend, existing

services, so that older people, whatever their housing circumstances, have the opportunity to access information and advice about their housing, support and care options. The importance of information and advice has been a recurring feature across the Reshaping Care programme, and older people have made it clear to us that they want more information and advice which is relevant to their individual circumstances to help them make decisions.

- **Developing practical services.** We will explore the feasibility of and, if appropriate, support the development of services operating as social enterprises, which support older people in looking for a suitable home and in making the move.
- **Making the best use of adapted and accessible properties.** We will continue to support the development of a register of accessible housing by Glasgow Centre for Inclusive Living, to help disabled people across Scotland to find homes that are suitable for them.

## Housing with care or support

***We should make best use of our public investment in sheltered and very sheltered housing, so that it helps ‘shift the balance of care’ away from care homes and supports objectives to reduce the need for emergency admission to hospital.***

5.26 Housing with care or support covers specialised forms of housing for older people, including amenity housing, sheltered housing, very sheltered housing and extra care housing. Around 6% of people aged 65 and over live in these types of housing. As people’s needs increase, these more specialised forms of housing, which include varying levels of additional support, can help them to remain in their own homes for longer. Housing with care or support is popular with the great majority of current residents as a positive choice of independence with support. Most of this housing is in the social rented sector, although private retirement housing offering similar services, has increased in popularity in recent years. One of the main benefits to residents of such housing is its impact in reducing isolation and loneliness, through the opportunity to live in a ready-made community with provision of social activities. A recent Social Return on Investment study undertaken by Bield, Hanover (Scotland) and Trust Housing Associations found that very sheltered housing reduced the need for care home provision by £19,000 per tenant and produced benefits, including greater levels of confidence, independence and autonomy among residents.<sup>43</sup>

5.27 Substantial changes are taking place in the way that housing with care and support is delivered, and there are a number of issues to be addressed to make best use of the existing sheltered housing in the social rented sector. Some developments face low demand and are proving difficult to let. This is usually due to their location, quality or design, with bedsit accommodation now particularly

<sup>43</sup> Measuring the Social Return on Investment of Stage 3 Adaptations and Very Sheltered Housing in Scotland <http://www.trustha.org.uk/news/newsdetails.php?newsID=110>

unpopular. Some providers are seeking to remodel these developments, so that they meet the changing needs of older people. Others have remodelled collocated mainstream housing (such as high rise blocks) to provide amenity or sheltered housing.

5.28 Other changes, including the EU Working Time Directive and pressures on funding for housing support services, have affected the traditional model of warden services and arrangements for common services, so that sheltered housing developments with full-time on-site wardens are now increasingly rare. At the same time, there is growing interest in new and innovative models of support and the role that very sheltered and extra care housing can play as an alternative to care homes, and in the provision of services to the wider community. These include the provision of intermediate care and respite, as well as providing a 'hub' from which outreach services to older people living in the local area can be delivered. Given these changes away from traditional models, there is a need to increase awareness among older people and their families about what sheltered housing now is, and the services it provides.

5.29 Housing with care or support is a limited resource, and it is important that it is provided to people who need and can benefit from the services it offers. The Scottish Government's *Social Housing Allocations: A Practice Guide*<sup>44</sup> provides guidance to local authorities and housing associations on the allocation of social housing. It sets out the issues landlords should consider when determining a person's priority for housing on the grounds of health or disability, and on allocating them a home. How an applicant's priority is determined will depend on an assessment of their housing needs, and the outcomes the policy aims to achieve more generally. In deciding how to allocate, landlords also have to balance a range of factors, including the needs of an individual, suitability of housing and the needs of the community. Developing the right policies and procedures to achieve this is vital in addressing housing need, creating sustainable tenancies and making the best use of housing stock. We have committed to giving social landlords more flexibility to deliver housing services in ways which best suit their communities. We will consult shortly on minimising the legislative constraints on landlords' allocations policies to give them greater flexibility to determine their own approach to meeting need.

5.30 There are some particular issues around the allocation of housing with care and support to older people. An assessment of need should be undertaken before entry to this type of housing to ensure that those to whom it is allocated actually need the services it provides, ensuring that prospective tenants are made aware of the charges for those services. However, this needs to be done quickly to ensure that people receive the services they need as soon as possible, and to reduce the amount of time that properties stand empty. Integration of assessment between housing, health and social care (e.g. through the use of single shared assessment) will help to ensure the best use of our stock of housing with care or support and also of mainstream homes with features which are particularly useful for older people.

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<sup>44</sup><http://www.scotland.gov.uk/Topics/Built-Environment/Housing/16342/management/socialhousingaccess/allocations/Guide>

**Case study: St Margaret's Court**

St Margaret's Court is a purpose designed housing with care complex in Greenock. It provides quality homes and services that promote independent living and are a real alternative to care home provision.

Over a two year period, Inverclyde Council and Trust Housing Association planned a change in the model of care from sheltered housing to housing with care. This was seen as a key element in beginning to 'shift the balance of care' away from institutional settings. Some physical conversion of the premises was required, and the traditional warden role was changed to that of a Housing with Care Manager, responsible for monitoring the care needs of tenants. The Inverclyde Housing Demonstrator initiative enabled the development of a multi-disciplinary housing panel to consider housing needs and re-housing requirements and provide individually tailored packages of care to fully meet tenants' needs.

The establishment of close working links between different agencies has ensured that any relevant information relating to potential care of tenants is shared. This allows for a fuller assessment of complex needs and supports optimal planning of care. The housing with care model has also assisted the provision of suitable accommodation for people awaiting hospital discharge, who would otherwise have been admitted to a care home.

<http://www.inverclyde.gov.uk/>

<http://www.trustha.org.uk/>

**Case study: Rowan Court**

Renfrewshire Council converts properties as they become void to amenity standard in four multi-storey blocks in Paisley. Lets are then targeted at older people and people with mobility problems. The initiative was developed to increase the availability of suitable housing to help sustain independent living by older people, after the Local Housing Strategy identified a shortfall.

One of the blocks, Rowan Court, has had an extension built on the ground floor to provide a communal lounge, kitchen facilities and meeting rooms. This provides a venue for residents to socialise in a safe environment, with many of the features of sheltered housing. The aim is to reduce the need for residents to move to more specialist accommodation.

The initiative has enabled the Council to make best use of its stock to meet the housing needs of older people in a good location near local facilities, allowing them to remain part of their existing community. Since 2008, 50 properties have been converted to amenity standard. Residents have reported that a good community spirit has been fostered, with an active social club organising activities such as bingo nights and film afternoons.

<http://www.renfrewshire.gov.uk/ilwwcm/publishing.nsf/Content/InternetHomePage>

**Case study: West Lodge Gardens**

West Lodge Gardens started life as a sheltered housing development for older people in Alloa, managed by Trust Housing Association. It was subsequently changed to sheltered/very sheltered housing to cater for an increasing number of older and frailer tenants.

Following discussions with Clackmannanshire Council and consultation with tenants and staff, it was agreed to develop a housing with care service which began in 2010. Key elements include:

- new tenants must have a requirement for support and/or care.
- landlord, housing support and personal care services are delivered by an on site team of staff, ensuring that services are tailored to the needs of individual tenants.
- all tenants can now access an on site meals service, promoting good diet and greater social interaction.
- tenants should be able to remain in their home for life, unless intensive nursing/medical care is required.

The change of service model has ensured integrated delivery and continuity of services to tenants. It is cost-effective, reducing admissions to residential care, and has the ability to reduce or increase support as needed, with little or no advance notice. It also has the scope to support hospital discharge, with the introduction of respite care.

<http://www.trustha.org.uk/>

<http://www.clacksweb.org.uk/>

**Case study: Stewart Court**

Bield Housing Association provides activities for tenants and older people from the wider community within its sheltered housing development at Stewart Court in West Calder.

The scheme manager works with 20 volunteers to provide the activities, which are funded by a grant from West Lothian Council, in an informal day centre in the communal lounge. There are two lunch clubs a week. Other activities include bingo, armchair exercises, dominoes, arts and crafts, Silver Surfers (one to one training on using the computer), reminiscence class, indoor curling and one to one befriending.

The activities ensure that the facilities are used to benefit a greater number of older people and encourage their participation in the community. This helps them to stay fit and active, both mentally and physically, and addresses social isolation. Tenants and members of the community have input into the activities that are provided. If there is a demand for different activities, the group looks at how they can be provided.

<http://www.bield.co.uk/>

## **What we will do**

5.31 We will make best use of our existing stock of sheltered and very sheltered housing by:

- **Gathering and sharing experience.** We will prepare a practical guide to the redevelopment of existing sheltered housing to provide a varied and flexible range of supported housing for older people. This will be prepared as a priority in recognition of the immediate issues for social landlords who have sheltered housing, which is no longer fit for purpose or which could be used more effectively.
- **Addressing barriers.** We will provide practical advice about the development of supported housing, the issues to be addressed and ways to do this. This will include ways to achieve an integrated package of funding for both construction work and service provision. We will support the objective within the wider Reshaping Care programme to put in place arrangements, so that we make best use of resources from all sources (e.g. NHS, local authorities and benefits) to meet individual support needs.

## **Using personal resources to adapt and improve housing**

***Products and services should be available to provide older people with choice and flexibility to invest safely in their housing and support, and to achieve the personal outcomes they want.***

5.32 An increasing proportion of older people are home owners, and most wish to remain so. In 2006-08, 65% of households in Scotland owned property, with an average (median) net property wealth of £100,000.<sup>45</sup> However, although many older people own their homes outright or have considerable amounts of equity, they often have very low incomes, which do not allow them to make adaptations or improvements, which could enhance their ability to remain living independently at home. People in this situation could benefit from products or services, which would enable them to release money from their property to fund adaptations or repairs or pay for care and support. Changes which support this would not only achieve the outcomes desired by many older people, but could also ease pressures on the social rented sector and bring in much needed resources to the housing sector. In England, the Commission on Funding of Care and Support (known as the Dilnot Commission) has made recommendations on the use of personal resources for social care.<sup>46</sup> Scottish Ministers will carefully consider the implications for Scottish funding of care and support, in the light of the UK Government's response to the report.

<sup>45</sup> Wealth in Great Britain: Main results from the Wealth and Assets Survey 2006-08  
<http://www.ons.gov.uk/ons/rel/was/wealth-in-great-britain/main-results-from-the-wealth-and-assets-survey-2006-2008/index.html>

<sup>46</sup> Fairer Care Funding: The Report of the Commission on Funding of Care and Support  
<http://www.dilnotcommission.dh.gov.uk/our-report/>

5.33 Products and services which enable people to use their personal resources to meet their needs are clearly important, but current equity release models have limited uptake. This is, in part, due to their poor perception among older people. We recognise that it is a matter of personal choice for any older person, as to whether they want to take up these types of products. It is also vital that anyone considering taking up such a product should only do so after taking independent financial advice. However, while these products will not be right for everyone, particularly for people with low levels of equity in their homes, we believe that the expansion of choice for older people should include the option to use resources from property equity to improve their ability to remain at home.

5.34 In addition to equity release, there are also other ways in which people could potentially access resources in their home to fund adaptations or improvements. There are examples where people can opt to change the tenure of their home by entering into a shared equity or shared ownership arrangement. This can enable the release of cash from the property to cover the cost of required works, while a share in the property is taken by another body, such as a housing association. Another possible variation is an equity swap scheme, which could be particularly helpful to older people, as it could involve the funding partner managing the improvement works and ongoing maintenance. We are keen to see the development of a greater variety of mixed and flexible tenure models, which would help people to live comfortably in homes that meet their long term needs.

### ***What we will do***

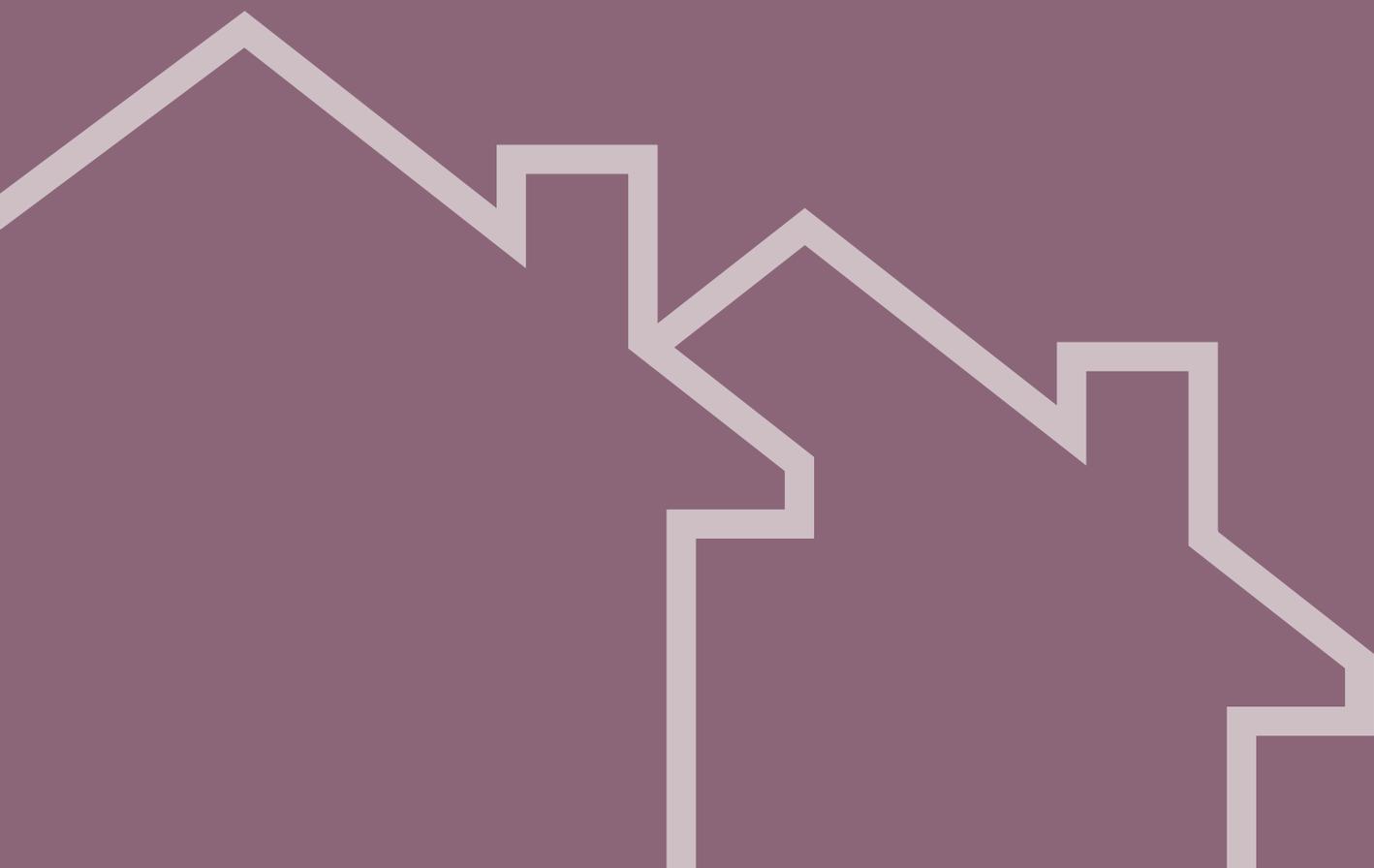
5.35 We will seek ways to improve the options for older people by:

- **Making it easier and safer for older people to access the equity in their homes.** We will consider whether there are ways of, and benefits to, developing financial products that are more attractive.
- **Encouraging new and sustainable financial models.** We will consider the potential for new mixed or flexible tenure arrangements, which support national policy objectives and help individuals better to achieve the personal outcomes they seek.

**Our vision for 2021 is that a greater proportion of older people will live in well-maintained and warm homes, which are adapted where necessary, and which increase their independence and quality of life.**

## Chapter 6

# Preventative support services



## CHAPTER 6: PREVENTATIVE SUPPORT SERVICES

6.1 Local authorities and housing associations have a long tradition of providing low level, preventative support services (such as housing support, handy person, Care and Repair and community support), either as part of housing management services, provided under tenancy agreements, or through separately funded housing support services, such as the former Supporting People programme. Social landlords also play a key role in supporting wider activities in local communities, and services are also provided by Care and Repair and private and voluntary sector organisations. These services are particularly useful for people who just need a small amount of help to live independently and need to be available across all housing tenures. If they can be provided at an early stage, their effectiveness can be enhanced. For some older people, these services are delivered alongside home care services provided by local authority social work departments.

6.2 There is a growing body of evidence that investment in services, which support older people to remain independent and avoid accidents in the home and social isolation, make an enormous difference to quality of life and are cost-effective. In particular, the Christie Commission report<sup>47</sup> advocated a focus on prevention. Such services bring peace of mind to older people and their families and also contribute to health and social care objectives of reducing unplanned hospital admissions and delayed discharge. However, preventative support services remain vulnerable, when public funding is under pressure.

6.3 This recognition of the contribution and value of services which have a preventative focus – avoiding or delaying the need for more intensive services, or more importantly avoiding incidents which may lead to hospital admission – is shared with partners in health and social care. The whole Reshaping Care programme gives increasing priority to those services, which help prevent greater needs arising or ‘anticipate’ and plan for changing needs. Co-ordinated action across housing, health and social care in helping prevent unnecessary hospital and care home admission is a key theme of this strategy and the wider Reshaping Care programme.

6.4 In recognition of the importance of preventative support services, we have established an independently chaired Preventative Support Working Group, with a remit to consider how a range of housing-related preventative services can be developed in ways that are financially sustainable. As many of these services also support disabled people, the Group includes organisations representing their interests.

6.5 Our review of evidence has highlighted four areas where improvements or further development are needed. These are:

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<sup>47</sup> Commission on the Future Delivery of Public Services  
<http://www.scotland.gov.uk/Publications/2011/06/27154527/0>

- **Housing support services** – explaining the benefits of greater investment in housing support services, as key low level services with a preventative focus, which support older people to live independently;
- **Handyperson services** – finding ways to extend the availability of handyperson and gardening services across all tenures to support older people living at home;
- **Housing's role in supporting local communities** – defining the current and potential contribution from housing organisations in building community capacity to support older people living in the local area and help reduce social isolation and loneliness; and
- **Telecare** – contributing to the mainstreaming of telecare and supporting the national commitment to ensure that all older people over 75 years are offered a telecare package tailored to their needs.

## Housing support services

***We want to see increases in housing support services with a focus on prevention, so that every older person has the opportunity to access services, which help them maintain their independence and have full and active lives.***

6.6 Housing support services help people to live as independently as possible in the community. They range from low level services, such as community alarm systems in sheltered housing, to more intensive support, including assistance to claim benefits; manage a budget; keep the home safe and secure; and help with shopping and housework.

6.7 Housing support services currently play a small, but significant, role in supporting older people to remain living at home, with most services provided to residents of sheltered housing in the social rented sector. However, housing support does have the potential to play a greater role in supporting independent living for older people in mainstream housing in both the private and public sectors. Research in 2007 found that expenditure of £124 million on housing support services for older people and people with physical disabilities produced £137 million in benefits.<sup>48</sup>

6.8 The *Better Futures*<sup>49</sup> outcomes tool was launched in early 2011. It has been designed to enable housing support providers to work with people using their services to record their support needs over a period of time. In showing the 'distance travelled' over time, it is one of the few tools to capture the difference made by preventative support services. It also provides a means of measuring the 'counter-factual' (that is the situation that has been avoided through the provision of support), helping to evidence prevention. We will work to consolidate and extend the evidence about the role and contribution of housing support services and, through

<sup>48</sup> Supporting People: Costs and Benefits

<http://www.scotland.gov.uk/Publications/2007/12/14141444/0>

<sup>49</sup> <http://www.ccpscotland.org/hseu/information/better-futures>

this, promote the development of further services as a part of the package of preventative services available to older people.

6.9 There are particular issues with proposals for changes to housing benefit rules for housing support services in supported accommodation, such as sheltered housing. The housing benefit budget for all supported accommodation is relatively small (1 – 2%), but reforms could have a big impact on residents of sheltered housing. Proposals to introduce a fixed rate of housing benefit could affect the rate that providers receive, leading to a deficit on housing management costs, and possible service cut-backs or higher charges. We will continue to press the UK Government to take account of these concerns.

**Case study: Caledonia Housing Association’s ‘Home Help’ service**

Caledonia Housing Association runs a home help service for older people in Tayside and North-east Fife, providing practical assistance with tasks, such as shopping, laundry, cleaning and preparing light meals. The aim is to support people to live as independently as possible, by providing a personalised service doing some of the things they may struggle with, due to frailty or disability.

There is a flat rate charge to all service users, which enables the service to break even. When people sign up to the service, advice is provided to ensure they are receiving all the benefits to which they are entitled. A tailor made service is provided, based on what the individual wants. This means that the service can change each week, e.g. shopping one week, and help to clean the home the next. As staff are based in a geographical area, they can build up a relationship with clients, and the service ensures that people have regular visitors.

In a recent survey, 99% of service users were ‘satisfied’, including 86% who were ‘very satisfied’.

<http://www.caledoniaha.co.uk>

**Case study: Highland Home Carers**

Highland Home Carers provides housing support services to people in their own home, enabling them to remain at home for longer periods than would previously have been anticipated. Support includes assistance with budgeting, shopping and domestic tasks.

Highland Home Carers became a limited company in 2001 and has grown to be one of the major independent providers of home care and support services in Highland region. In 2004, ownership of the company was placed into the hands of employees (now referred to as partners), and a Board was elected to oversee the business. Shares are given to qualifying partners each year to signify their ownership of the company.

In 2007, Highland Home Carers embarked on its first period of social accounting, enabling the company to account for its social, environmental and economic performance. This has proved a useful tool for gauging the company’s impact on its

main stakeholders and receiving vital feedback on performance and areas which require improvement.

Without the services, many service users would have to be admitted to long term care, which would then disable them further. They would also not have the opportunity to use the skills they already have, making them more dependent on the care sector.

<http://www.highland-home-carers.co.uk/>

### **What we will do**

6.10 We will promote increases in housing support services by:

- **Promoting the benefits of housing support.** We will publicise and extend understanding of the role, contribution and benefits of housing support services, particularly in relation to their value for money. We already have evidence of these benefits, but we are aware that more is required if older people and those commissioning services are to be convinced of the importance of investment in this area, particularly when public resources are stretched. We will use the evidence we have about the effectiveness of housing support services, together with additional information which becomes available, to inform the preparation of the 'business case' for housing. This is being taken forward as part of our work to improve strategic leadership.
- **Exploring opportunities for social enterprise.** We will explore the feasibility and, if appropriate, support the development of services operating as social enterprises, which are income generating, to provide housing support and potentially other services. Public funding cannot provide housing support for all older people who would benefit from it, so we need to find ways to offer services which older people trust and consider to be value for money. Our assessment of the potential for different business models may also be relevant to providing older people with support in moving home, and the provision of handyman and small repairs services, including by housing associations and organisations such as Care and Repair.

### **Handyperson services**

***We want all older people to be able to access handyman type services, either as an integral part of their tenancy, or for a charge at a level that does not act as a disincentive to uptake.***

6.11 Handyman services, such as hanging pictures or replacing light bulbs, deal with smaller tasks than repairs services, which are discussed in Chapter 5. Unlike repairs, they do not usually form part of a landlord's responsibilities in terms of the tenancy agreement, whether in the social rented or the private sector. That 'little bit of help' is not always available to older people from family or neighbours, but it is known that without it, older people can take unnecessary risks by trying to do the work themselves or have their confidence in being able to live independently

undermined. Research undertaken for the Department for Communities and Local Government identified four outcomes from the provision of handyman services:<sup>50</sup>

- Reduced risk of falls (where work is part of a falls prevention package);
- Improved or maintained independent living;
- Improved quality of life and wellbeing; and
- Easier access to other appropriate services.

6.12 Handyman services are provided by a range of organisations, but are often difficult for older people and disabled people to find, and there is a need for greater awareness of what is available. Sometimes, services are at a price that people do not consider to be value for money, or provided by traders that they don't trust. We need to change that situation so that older people and disabled people can get these basic services, which are so important for sustaining their independence and wellbeing.

6.13 Most Care and Repair projects provide handyman services, and they are very popular. Care and Repair has an established network of projects across Scotland offering a wide range of different services, but there are many more older people and disabled people who could benefit from these services.

#### **Case study: Lomond and Clyde Care and Repair**

Lomond and Clyde Care and Repair has established a social enterprise to meet gaps in the provision of its services to older and disabled people and to make the organisation less reliant on grant funding.

Care and Repair Extra was incorporated as a subsidiary of Lomond and Clyde Care and Repair in 2010. Following a feasibility study, it is planned to widen the existing small repair service on a commercial basis to people outwith the current client group. Any income generated by Care and Repair Extra will allow the service to continue to be provided free of charge to older, disabled and other at risk residents in West Dunbartonshire. The aims of the service include the provision of a quality repairs service which gives value for money; the creation of local jobs; and the extension of staff skills.

Lomond and Clyde Care and Repair is the first Care and Repair service in Scotland to establish a social enterprise. The business plan is being updated, and Care and Repair Extra will be marketed as a top of the range small repair service, whose staff can be trusted and whose pricing has no hidden costs.

<http://www.careandrepairsotland.co.uk/office-locations.html>

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<sup>50</sup> Handypersons Financial Benefits Toolkit

<http://www.communities.gov.uk/publications/housing/financialbenefitstoolkit>

6.14 One important task of handyman services is the installation of smoke alarms, which can improve chances of escape from a fire by giving early warning of danger. This is particularly important for older people, who may be less able to escape quickly from a building. Alarms may be audio-based or visual, depending on the needs of the individual.

6.15 Gardens are important to many older people, and a well-maintained garden can significantly enhance emotional wellbeing. However, many people find it more difficult to manage their gardens as they get older, and they can become the source of considerable concern. Services which help people to maintain gardens, sometimes on a reciprocal basis, can be a great help to older people and also a source of community cohesion.

**Case study: Angus Care and Repair's Home safety check**

Angus Care and Repair undertakes home safety checks for older people and disabled people, in partnership with Tayside Fire and Rescue. The check seeks to identify any hazards in the home that may cause an accident, slip or fall, such as faulty wiring, rugs or mat hazards or a need for grab rails or other adaptations. Any faults that can be corrected by the Small Repairs Officer are done, and the client is advised if further work is needed. A falls survey is also undertaken to assess the prevalence of falls in the home.

A follow up survey of clients who had received the service, following a fall in the previous year, found that all had carried out the recommendations. All felt a lot safer in their own home, and only 14% had had a further fall.

<http://www.anguscareandrepair.org/>

**Case study: Signpost Handyman Service**

Signpost Handyman Service is one of three partner organisations, along with Cairn Housing Association and Care in Strathnairn, providing handyman services to people aged over 65 and disabled people in Inverness-shire, Nairn, Badenoch and Strathspey.

The service is provided by volunteers, who help with tasks, such as minor joinery, painting and decorating, as well as gardening. As well as offering a trustworthy service, the volunteers provide social contact that people may otherwise not have. This helps to support independent living and can also help to facilitate hospital discharge. The last two winters have been particularly severe, and volunteers came out in terrible conditions to clear steps and paths to ensure that people were not trapped indoors.

The service offers meaningful opportunities for volunteers, some of whom are long term unemployed or on community service programmes. Seeing jobs through from beginning to end, and the benefits they bring to clients, gives a huge sense of achievement and builds self-esteem and confidence. It also increases employability.

There are currently over 1,800 clients, who are able to remain healthier, happier and safer in their own homes, due to the help they receive. Volunteers have also benefited, and several have now moved into full-time employment.

<http://www.volunteeringhighland.org/Handy-Persons-Scheme-g.asp>

<http://www.cairnha.com/Services/Default.aspx?pid=17>

[http://www.careinstrathnairn.org.uk/Care\\_in\\_Strathnairn/about\\_us.html](http://www.careinstrathnairn.org.uk/Care_in_Strathnairn/about_us.html)

### ***What we will do***

6.16 We will promote the development of handyperson services by:

- **Assessing the role of social landlords.** We will assess the role of social landlords in providing handyperson type services as part of their landlord responsibilities, in areas where these services are not available. We know social landlords recognise the difficulties that older people face and help where they can, but we also know that there are financial pressures facing them. These services offer value to the public purse by reducing the risk of accidents and the need for more expensive services. Landlords have an obvious role to play, as they are in contact with tenants and other household members who are vulnerable.
- **Exploring options for extending the role of Care and Repair.** We will look at options for extending the role of Care and Repair and businesses operating as social enterprises, to include handyperson type services.

### **Housing's role in supporting local communities**

***We will encourage and support housing organisations to play a full part in building the capacity of communities to support older people living in the local area.***

6.17 A supportive local community and a strong social network are recognised as important in supporting older people, particularly single older people, to reduce loneliness and live independently at home. It is particularly important in remote and rural areas, and also for people living in the private sector, who don't benefit from the support of social landlords. People with strong social networks are generally better placed if they need other types of support, and befriending services can play an important part. The Reshaping Care programme has a strong focus on building the capacity of local communities to support older people living in them. Volunteer networks can play an important role here, and social enterprise can also provide a means of delivering services, while building community cohesion.

**Case study: Queensferry Churches' Care in the Community's Befriending service**

Queensferry Churches' Care in the Community provides a befriending service for older people in North-west Edinburgh.

The befrienders are volunteers, who provide much needed social support and contact to older people, who may have become isolated following illness or bereavement. The service allows them to re-connect with their wider community, through going on outings, using the local knowledge of the befriender to link in with appropriate activities and services. This helps to build up confidence and self esteem. For people who are unable to leave their home, the service provides companionship, support and most of all, a listening ear.

The following are quotes from older people who receive the service: "I agreed to the service quite reluctantly as I thought the person might come in and try to "take over". How wrong I was. We are now real friends and have such good chats". "The big thing for me is I have some carers who come in, and they are paid to do this, but my befriender is a volunteer, and she comes to visit me because she wants to".

<http://www.qccc.org.uk/>

**Case study: The Food Train**

The Food Train was established in Dumfries and Galloway in 1995. It provides shopping, handyperson and befriending services, under a contract with the local authority, for older people who are unable to manage these tasks themselves. The objective is to support them to live independently at home. In providing these services, Food Train also offers a wide range of supported volunteering opportunities and has developed a unique partnership between communities and private sector retailers.

Growth and development has been led by the needs of local people, and there are now three main services:

- Grocery shopping. Volunteers visit weekly to collect the shopping list, buy the shopping, and then deliver and put it away. There is a £3 charge per delivery.
- Food Train EXTRA. Volunteers visit monthly to provide help with household tasks, with a befriending element of increased social contact. Jobs cost £3 each.
- Food Train FRIENDS. This service provides telephone calls, home visiting and trips out for older people, who are isolated. There is an annual £10 charge for this service.

The service has expanded to West Lothian and Stirling and will shortly start in Dundee. Annual surveys of customers show that Food Train helps them feel more independent; better able to plan and prepare meals; and that they get great enjoyment from the volunteers' visits. As Food Train services are delivered entirely by volunteers, they also produce a huge increase in community capacity.

<http://www.thefoodtrain.co.uk/>

6.18 Housing associations have had specific funding to support activities wider than simply housing services. This recognises their role in and strong relations with local communities, which make them particularly well placed to provide support. This wider involvement by all housing organisations, not simply housing associations, has the potential to support the efficient and effective delivery of local services.

**Case study: Craft Café**

Cassiltoun Housing Association has managed the Craft Café in the Castlemilk area of Glasgow, in association with Impact Arts, since 2008. The café was established to help alleviate social isolation amongst older tenants, while promoting health improvement and addressing poverty and community decline.

There was a lack of activities for older people that were accessible, in terms of location and cost. Craft Café activities include painting, jewellery making, knitting and woodwork. It is free, but a social enterprise culture is encouraged, where participants sell some of their work. This raises funds for the project, but also helps participants recognise that their creations are valued by other people.

Craft Café is vibrant and welcoming and has expanded from one day a week to three to cope with demand. Members have a strong social network, becoming friends and offering advice and support. They also take an active part in promoting and leading the programme, working together on group projects or sharing skills and interests. Health benefits have been recognised by local doctors, who recommend Craft Café to patients suffering from depression and isolation.

<http://www.cassiltoun.org.uk/>

**Case study: Silver Deal Active**

Silver Deal Active is delivered in partnership by Glasgow Housing Association, Glasgow Life and the Northeast and South Sector Community Health Partnerships. It aims to get Glasgow residents aged 60+ more active, more often to support health improvement and personal confidence and reduce social isolation – helping them to live independently for longer. It currently provides 81 free physical activity and arts sessions each week in 41 different community venues across Glasgow. Over 1,100 participants are registered.

There are three elements:

- Easy exercise sessions, including chair aerobics, indoor bowling, Tai Chi, and easy dancing;
- Active arts sessions, including glass, ceramic and textile painting; clay modelling; mosaic crafting; and jewellery making; and
- Subsidised and free social events for regular participants, which provide an opportunity for people from different areas to meet and socialise, with outings such as the pantomime and the Falkirk Wheel. These have proved popular and helped support new friendships.

Each year, a customer satisfaction survey is carried out. The most recent survey in 2011 shows an overall satisfaction level of 99% with the Programme.

<http://www.gha.org.uk/content/>

<http://www.glasgowlife.org.uk/Pages/default.aspx>

<http://www.chps.org.uk/content/default.asp?page=home> CHPGlasgow

### **Case study: The Evergreen project**

The Evergreen project was an ambitious and innovative three way partnership between Global Action Plan, Hanover (Scotland) Housing Association and BSKyB in east and central Scotland. It ran from 2009 to 2011, involving 645 older people from 26 sheltered housing developments. The project aimed to support Hanover staff and residents to reduce their impact on the environment by reducing energy waste and increasing recycling. It also aimed to improve residents' quality of life, through increased participation with the community.

The project harnessed corporate volunteering through BSKyB and involved the local community, including primary schools. Recycling facilities were installed, and workshops held on recycling and energy efficiency. There were also gardening activities, including tree planting and installation of raised beds and greenhouses, enabling residents to grow their own vegetables.

The project successfully reduced carbon emissions from the housing developments, improving energy efficiency, saving money and creating a healthier environment and lifestyle for the residents. Residents quickly became excellent recyclers. They also reported that they had made new positive connections and friendships with other people in the community.

The environmental savings will continue, as the project provided residents with facilities to recycle and compost. Hanover (Scotland) Housing Association is now working towards implementing a volunteering programme for its own staff.

<http://www.hsha.org.uk/Pages/default.aspx>

<http://www.globalactionplan.org.uk/>

### ***What we will do***

6.19 We will help to support wider activities by the housing sector by:

- **Showcasing effective practice by social landlords.** We will identify the role currently played by housing providers, particularly the social rented sector, in building capacity and supporting social networks for older people and the potential for extension of this role. We intend to publicise case illustrations, giving examples of social landlords working with local communities to support older people.

## Telecare

***We will encourage the development of telecare, as a key element in support for older people to live independently at home.***

6.20 Many older people receive telecare services, most frequently in sheltered housing, but also in mainstream housing. Telecare involves remote delivery of care services within the home, by telecommunications or computerised services, and usually takes the form of sensors or alerts which are triggered with the occurrence of events such as falls, floods, fire or other extremes of temperature. Alarms may be audio-based or visual, depending on the needs of the individual. Integration of telecare with the remote provision of health services in the home, known as telehealth, is also under development. There is clear evidence that telecare, with effective monitoring and response, can provide significant benefits for older people and carers, as part of a package of support to maintain independence and wellbeing.

6.21 Awareness of telecare needs to be increased to realise the full benefits. Recognition and acceptance are likely to increase, with the ageing of younger people, who are more familiar with technology.

6.22 *Telecare to 2012: An Action Plan for Scotland*<sup>51</sup> provides the strategic direction, along with support for the development and implementation of local telecare programmes. It aims to promote telecare-enabled care as an essential means of supporting as many people as possible to live at home for as long as they want to, in comfort and safety, with the best possible health and quality of life. This strategy is being taken forward by the Scottish Centre for Telehealth and Telecare (within NHS 24). An integrated telecare and telehealth strategy is expected to be in place from April 2012.

### **Case study: Lochalsh and Skye Housing Association's Care and Repair Service**

Lochalsh and Skye Housing Association's Care and Repair Service is working in partnership with NHS Highland and Highland Council to deliver telecare and telehealth monitoring devices cost-effectively to older people and disabled people in their homes.

Telehealth devices are most commonly used to monitor long term conditions such as Chronic Obstructive Pulmonary Disease, heart disease and certain mental health conditions. Daily test results are automatically sent to the Highland Hub Call Monitoring Centre, which generates an alert if any abnormality is identified. This increased monitoring reduces travel time for people in remote rural areas to and from hospital and has a corresponding reduction in stress levels.

The Handyperson Service has also set up a demo/assessment room within Portree Hospital, which acts as a training facility for home carers, clients and community nurses to better understand the use and benefits of the devices.

<sup>51</sup> <http://www.jitscotland.org.uk/action-areas/telecare-in-scotland/>

Telehealth makes a real impact in providing care which is quicker, personal and closer to home, producing better health outcomes and helping people to remain independent in their communities. More widely, this will help to focus the emphasis towards preventative medicine, involving people in managing their condition and reducing emergency hospital admissions.

<http://www.lsha.co.uk/handypersonservices/handyperson.htm>

### ***What we will do***

6.23 We will help support the continued development of telecare by:

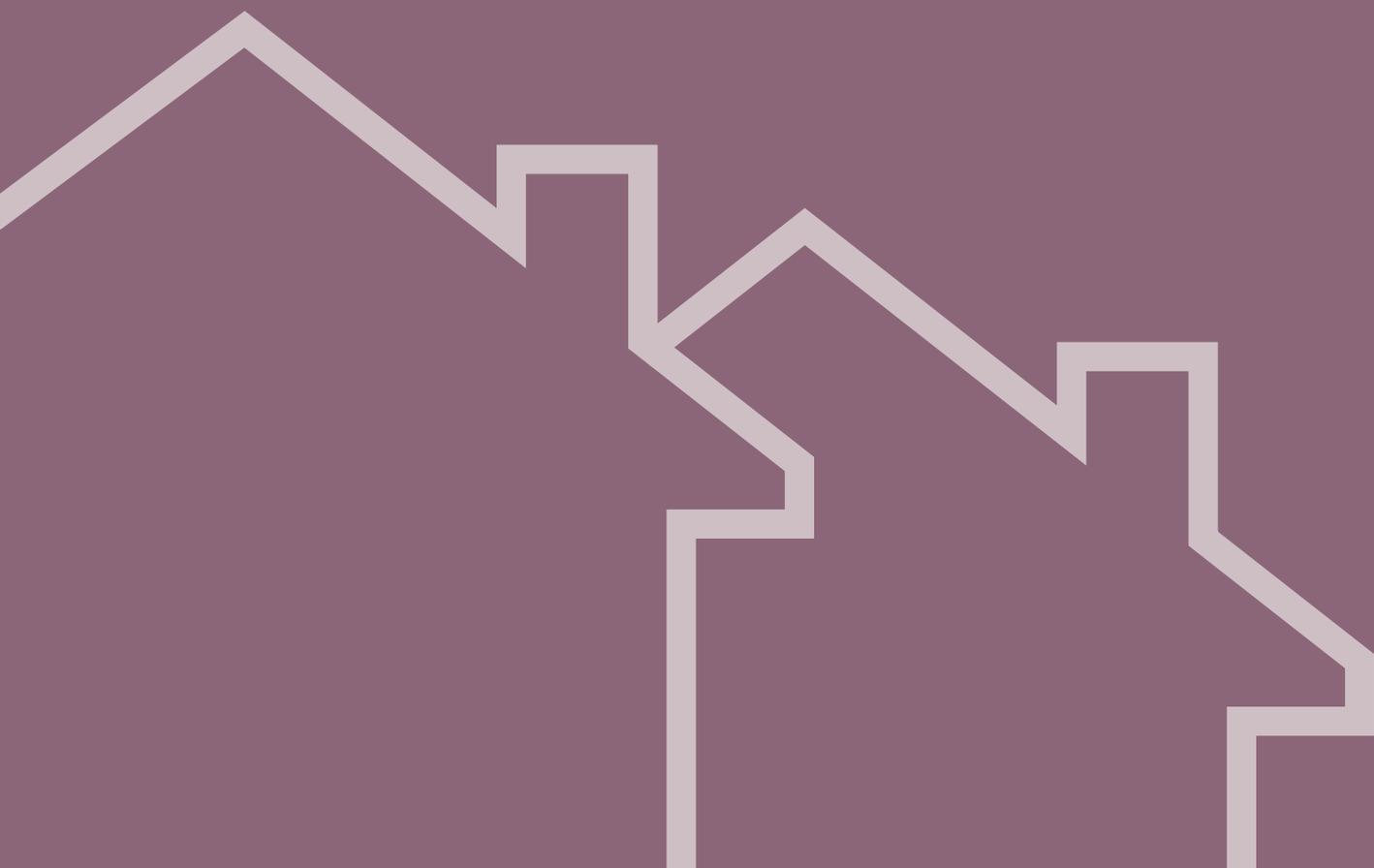
- **Promoting expansion of services.** We will continue to develop telecare and telehealth through the Change Fund for Older People's Services and local partnerships. The Scottish Government is also committed to driving forward and utilising the benefits of telecare through the £10 million Delivering Assisted Living Lifestyles at Scale (DALLAS) programme, which will further develop and extend telecare services across Scotland.

**Our vision for 2021 is that preventative support services will have contributed to a reduction in the need for care homes and emergency admission to hospital, as well as improving people's quality of life.**



# Chapter 7

## New build housing



## CHAPTER 7: NEW BUILD HOUSING

***New housing in Scotland should be accessible and adaptable and meet the needs of older people.***

7.1 Scotland needs more homes to meet the needs of our changing population. Building new, affordable and sustainable housing is a priority for government, with a range of house types and sizes that encourages mobility in the housing system. This will enable downsizing for those who wish it. With the current economic situation and rate of increase in the number of older people, we have to be realistic and recognise that only a small proportion of older people will live in new build housing.

7.2 Owner occupancy remains higher among older people than the general population, with 75% of people aged 60 and over being home owners.<sup>52</sup> This gives them options for moving home, if suitable and attractive properties are available. Availability of suitable housing for older people can be a particular problem in remote and rural areas. It is, therefore, important that the housing that is built makes the maximum impact, meeting the needs of an ageing population, in terms of its potential to accommodate people with particular mobility needs. Many local authorities and housing associations now include a proportion of wheelchair accessible properties in new developments. We encourage early engagement between house builders, local authorities and communities in development planning to ensure new housing meets the needs of the local population, including older people.

7.3 While older people benefit from homes that are easy to manage and maintain, it should not be assumed that they want small one bedroom properties. People now reaching older age, who wish to downsize, are likely to want a reasonably-sized property with at least one spare bedroom, giving flexibility so that friends and relatives can visit, maintaining their social networks. A spare bedroom can also accommodate a carer. Good storage space is also important. Many older people spend most of their time at home and have a lifetime of possessions, and it supports their mental wellbeing to retain them. Some also have bulky mobility equipment. Homes should be easily accessible and adaptable, in the event of reduced mobility, with a level access shower or wet room. As older people make greater use of technology at home, integrated provision of broadband will support the installation of telecare equipment, as well as home computer equipment.

### **Affordable housing supply**

***The supply of affordable homes in all housing tenures that meet the needs of older people should be increased.***

7.4 Housing is a key part of our physical, economic and social fabric, and increasing supply is a vital part of our efforts to build a better and fairer Scotland. We have expanded housing supply programmes and accelerated funding where appropriate. Over the period 2008-11, the Scottish Government invested a record £1.7 billion in

<sup>52</sup> Scottish Household Survey 2010 <http://scotland.gov.uk/Topics/Statistics/16002>

affordable housing, achieving our target to approve around 21,500 new/improved affordable homes.

7.5 Our vision is for a housing system by 2020 which provides an affordable home for all. To achieve this, we will need a strong recovery in the construction sector and a substantial increase in the number of homes of all types, including housing to meet the needs of older people and disabled people. Our housing strategy, *Homes Fit for the 21<sup>st</sup> Century*<sup>53</sup> set out a comprehensive package of proposals to revitalise housing supply. It recognised that radical and innovative measures are required to increase supply and maximise housing choice and quality. The public purse is under huge financial strain, which is why we need creative and innovative approaches to deliver maximum value.

7.6 The Scottish Government has pledged to deliver 30,000 affordable homes over the next five years. The 30,000 total includes homes provided through the 2011 Innovation and Investment Fund; developments by housing associations in Edinburgh and Glasgow; and the National Housing Trust. In recognition of the vital role of social housing in providing people with an affordable home and a platform for getting on in life, at least two thirds of our 30,000 target will be for social rent. This will help to meet the most severe housing needs in our country.

7.7 The budget for affordable housing supply for the next three years will be over £600 million. While this is lower than in previous years, the Scottish Government is placing greater emphasis on increasing leverage and innovation to maintain the level of new affordable house building and to deliver our housing commitment. The budget includes two tranches of funding totalling £111 million invested in new affordable housing through the Innovation and Investment Fund. Over 4,300 affordable homes will be supported through the two rounds of the Fund and Scottish Government funding to Glasgow and Edinburgh Councils through the Transfer of Management and Development Funding. This includes homes for older people and disabled people.

7.8 The 2011 Innovation and Investment Fund has maintained momentum in council house building and produced a high number of quality bids from housing associations at subsidy levels which would have been unthinkable a few years ago. Bids to the innovation stream of the Fund have produced a number of new ideas that may be developed into useful models in the future.

**Case study: Midlothian Council's new extra care housing**

As part of its second phase of new council house building, Midlothian Council is building a new extra care housing development with 32 flats in Penicuik. Part of the funding has been provided by the Scottish Government's Innovation and Investment Fund for Council Housing.

The development will help to address the increased demand for affordable housing suitable for older people, who want to retain their independence, but need care and support. It will be sustainable and offer a more cost-effective service than current

<sup>53</sup> <http://scotland.gov.uk/Publications/2011/02/03132933/0>

models of care. The flats are designed for people with varying needs, including restricted mobility, hearing, sight or cognitive function. The design has also been informed by best practice for assisting people with varying degrees of dementia, as Midlothian has been a designated Dementia Demonstrator site.

The development includes a communal hub building with facilities including a lounge, restaurant, cafe and Wi-Fi access. Care staff will also be based at the hub, and some of the facilities will be available for use by the general public.

<http://www.midlothian.gov.uk/>

### **What we will do**

7.9 We will work to develop new housing that is suitable for older people by:

- **Developing our new housing supply programme.** We are discussing with stakeholders how to deliver a forward programme of new housing, which continues to achieve high rates of leverage and also allows local authorities and housing associations to plan ahead with confidence. We will seek to ensure that the needs of older people and disabled people are appropriately reflected in the new programme.
- **Addressing barriers.** We will provide practical advice about the development of supported housing, the issues to be addressed and ways to do this. This will include ways to achieve an integrated package of funding for both construction work and service provision. We will support the objective within the wider Reshaping Care programme to put in place arrangements so that we make best use of resources from all sources (e.g. NHS, local authorities and benefits) to meet individual support needs.

### **Planning**

***Housing that is suitable for older people should be well-located, with easy access to amenities and transport links.***

7.10 New housing that meets the needs of older people will contribute to helping them to remain at home and reduce the need for adaptations. Scottish Planning Policy<sup>54</sup> requires that new housing developments should include a variety of house types and sizes, reflecting local community needs as set out in Housing Need and Demand Assessments.<sup>55</sup> Housing Need and Demand Assessments support strategic planning, providing robust information about housing need and demand, and taking account of demographic change. This will help local authorities to understand existing housing patterns and the number of older people requiring housing.

<sup>54</sup> Scottish Planning Policy <http://www.scotland.gov.uk/Publications/2010/02/03132605/0>

<sup>55</sup> <http://www.scotland.gov.uk/Topics/Built-Environment/Housing/supply-demand/guidance>

7.11 The Scottish Government's objectives of creating successful places and achieving quality residential environments should guide the whole process of delivering new housing. A well integrated mix of land uses is important to all of the community, but for older people, the importance may increase. It can be difficult to find suitable sites, but for new housing to be attractive to older people, it needs to be built on level ground, with good landscaping or paving and lighting. Easy access to transport links and amenities is important, particularly in rural areas. This helps to reduce isolation, which is likely to occur if people are unable to go out and be active in their communities.

### ***What we will do***

7.12 We will promote the development of housing that is attractive and well located for the needs of older people by:

- **Influencing local planning.** We will work to increase awareness of the features of new housing that are important to older people and how they can be built into new developments.

### **Building standards**

***Older people should be able to find housing, that is accessible and meets their needs.***

7.13 A greater variety of new homes which are attractive to older people could be helpful in supporting the housing market and in releasing larger family homes. This includes housing that can be adapted to meet older people's needs as required. However, attractive and accessible homes will appeal to many people, not just those who are older. Scottish Building Standards<sup>56</sup> already include a range of measures to improve accessibility and ease of use in new homes. As the Building Standards apply to all new homes in both the private and public sectors, they will ensure that all new homes built in Scotland are both more immediately accessible and simpler to adapt to suit the changing needs and abilities of the occupants.

7.14 Scottish Building Standards also require new homes to be energy efficient – well insulated with efficient heating systems, which are effectively controlled. This ensures that the cost of heating a home is minimised, which is of particular importance where there is a desire or need for warmer room temperatures or longer heating periods. Both of these may be preferred by a range of households, including older people.

7.15 In May 2011, sustainability labelling was introduced to the Building Standards and is applicable to all new buildings. Its aims are to encourage more sustainable buildings, through two optional enhanced upper levels to which developers can aspire, and for such benefits to be formally recognised. One aspect of the measures aims to address quality of life issues, such as flexible living, working and studying patterns for individuals, groups and families. This includes an additional space for

<sup>56</sup> <http://www.scotland.gov.uk/Topics/Built-Environment/Building/Building-standards>

an electric wheelchair or a bicycle; a dedicated space for home working; and a 'quick start' guide for new occupants to optimise a home's performance. It is anticipated this will not only assist in meeting the needs of our ageing population, but also the wellbeing of the wider population.

7.16 *Housing for Varying Needs*<sup>57</sup> was published in 1998 and forms part of the criteria for receipt of Scottish Government funding for new house building by housing associations. It sets out good practice on the design of housing to achieve flexibility and suitability for people of all abilities. However, with advances in Scottish Building Standards in relation to accessibility, there is a question mark as to whether *Housing for Varying Needs* still has a role to play. We, therefore, plan to examine *Housing for Varying Needs*, alongside Building Standards and Lifetime Homes to assess whether there is a case for streamlining the standards used across different housing tenures.

### ***What we will do***

7.17 We will make new housing more suitable for older people by:

- **Ensuring appropriate building and design standards.** We will work closely with public and private sector housing providers to review whether current building and design standards meet the needs of older people and others with particular needs in our communities.

### **Innovation**

***We should encourage a range of new models of housing to increase choice and support independent living for older people.***

7.18 We are keen to encourage the development of new and innovative models of housing that enable older people to maintain their independence in the community. As discussed in Chapter 5, sheltered housing is changing. New build housing with care and support often offers services to the wider community, expanding the provision of preventative support and building social networks. Other new forms of housing include co-housing, where people live together in a group which shares common aims and activities, while also having their own self-contained accommodation. Retirement villages can also provide another option for older people, who wish to live in a community setting with support and care available on site.

7.19 The *Housing Our Ageing Population: Panel for Innovation* report,<sup>58</sup> published in 2009, considered how best to address the challenge of providing homes that will meet the needs and aspirations of older people in future. It includes case studies from across Europe of different approaches to housing and care and identified ten key design elements for housing for older people, including space and flexibility;

<sup>57</sup> *Housing for Varying Needs* Parts 1 and 2

<http://www.archive2.official-documents.co.uk/menu/bycs.htm>

<sup>58</sup> HAPPI *Housing Our Ageing Population: Panel for Innovation*

<http://www.homesandcommunities.co.uk/housing-ageing-population-panel-innovation>

adaptability; shared facilities; energy efficiency; and storage. It concluded that housing tuned to the priorities of older age can appeal to those prepared to plan for future care needs to trade in existing homes for something new.

#### **Case study: Vivarium Trust and Co-housing**

Vivarium Trust is undertaking a pilot project in Fife to develop Scotland's first co-housing community of around 20 – 30 homes, with high ecological design standards, for the over 50's. A preferred site has been identified, and Vivarium is currently working with the land owner, a major housing association and a bank to develop a legal and financial structure to move the project forward. The project aims to ensure access to housing, which is affordable to people with a range of incomes, through either a mixed tenure or mutual ownership model.

Each resident of a co-housing community has their own individual home, designed for independent living. Residents are also part of an 'intentional' community, with communal facilities, often in the form of a common building. All aspects of the development and management of co-housing projects are undertaken by the residents.

The benefits of co-housing for older people include affordable housing, which helps to minimise living costs through energy efficiency, ecological design and sharing of facilities; reduced social isolation; mutual support and a sense of community; ongoing active responsibility for their own circumstances; and concern for the environment.

<http://www.vivariumtrust.co.uk/>

#### **Case study: The Quarries**

The Quarries is a new development of 58 amenity flats, built by Dunedin Canmore Housing Association, for older people in Edinburgh. All flats are wheelchair adaptable, and wet floor showers are installed throughout. The development has two residents' lounges, as well as a courtyard garden, outdoor exercise equipment and a community space for use by the wider community.

The Quarries is part of an ongoing programme of regeneration and was built to house the residents of a 1960's sheltered housing complex, which was in poor condition and difficult to let. Capital costs were funded through Housing Association Grant from the City of Edinburgh Council and private finance by Dunedin Canmore.

One of the main objectives of the project was to minimise the building's carbon footprint and reduce energy costs for residents. The building is highly sustainable and energy efficient, with a communal gas heating system and high insulation standards. Heating bills are estimated at £15 per month. A range of activities is planned for residents and the local community within the community wings, and the quality of the environment and amenity provision should support improvements in health.

<http://www.dunedincanmore.org.uk/default.asp?ID=123>

**Case study: Assisted Living**

McCarthy & Stone has provided Assisted Living (Extra Care) accommodation since 2000 in England and Wales. It is now developing this type of housing in Scotland for people aged over 70. The Assisted Living model provides purpose-built one and two bedroom apartments, which are privately owned by residents. Communal facilities and on-site flexible care are available and can adapt to meet residents' changing needs.

Key elements include: management by a registered Care at Home support service; on site domestic assistance and personal care; wheelchair accessibility; waitress service restaurant; and a residents' lounge and function room.

Assisted Living offers residents a manageable apartment to ensure their continued independence in a safe and secure environment. Most residents move to this type of housing from a larger property, which enables them to release equity, as well as freeing up larger homes. Choice is increased by enabling residents to retain home ownership and buy into care and support services as they need them. This type of housing can also help people to maintain independence for longer and delay or reduce the need for full-time residential care.

<http://www.mccarthyandstone.co.uk/>

***What we will do***

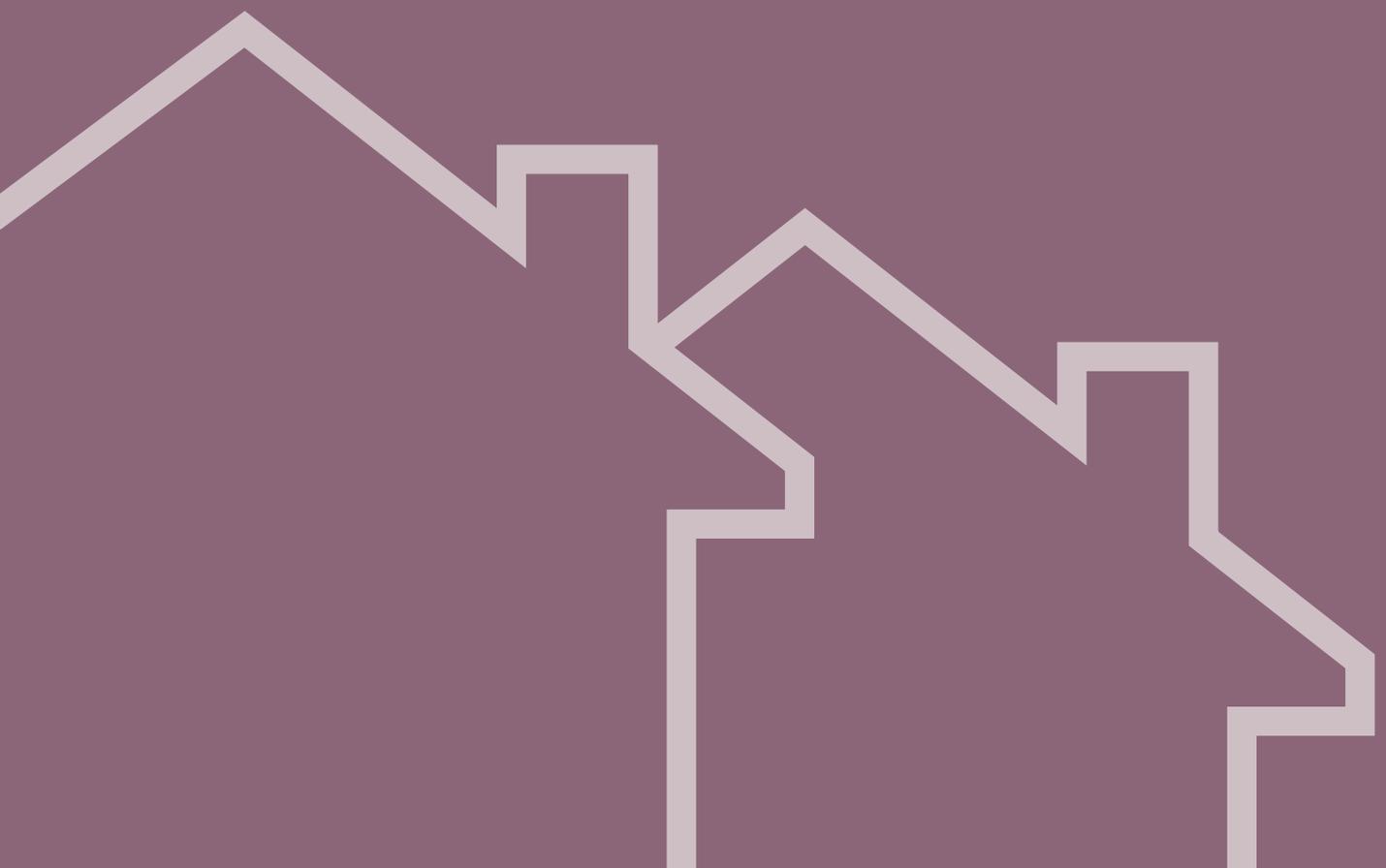
7.20 We will work to encourage new types of housing for older people by:

- **Promoting new housing models.** We will encourage the development of new models of housing with care and support in all tenures, which help older people to maintain independent living in the community.

**Our vision for 2021 is that a greater proportion of new housing will be suitable for and attractive to older people.**

# Chapter 8

# Conclusion



## **CHAPTER 8: CONCLUSION**

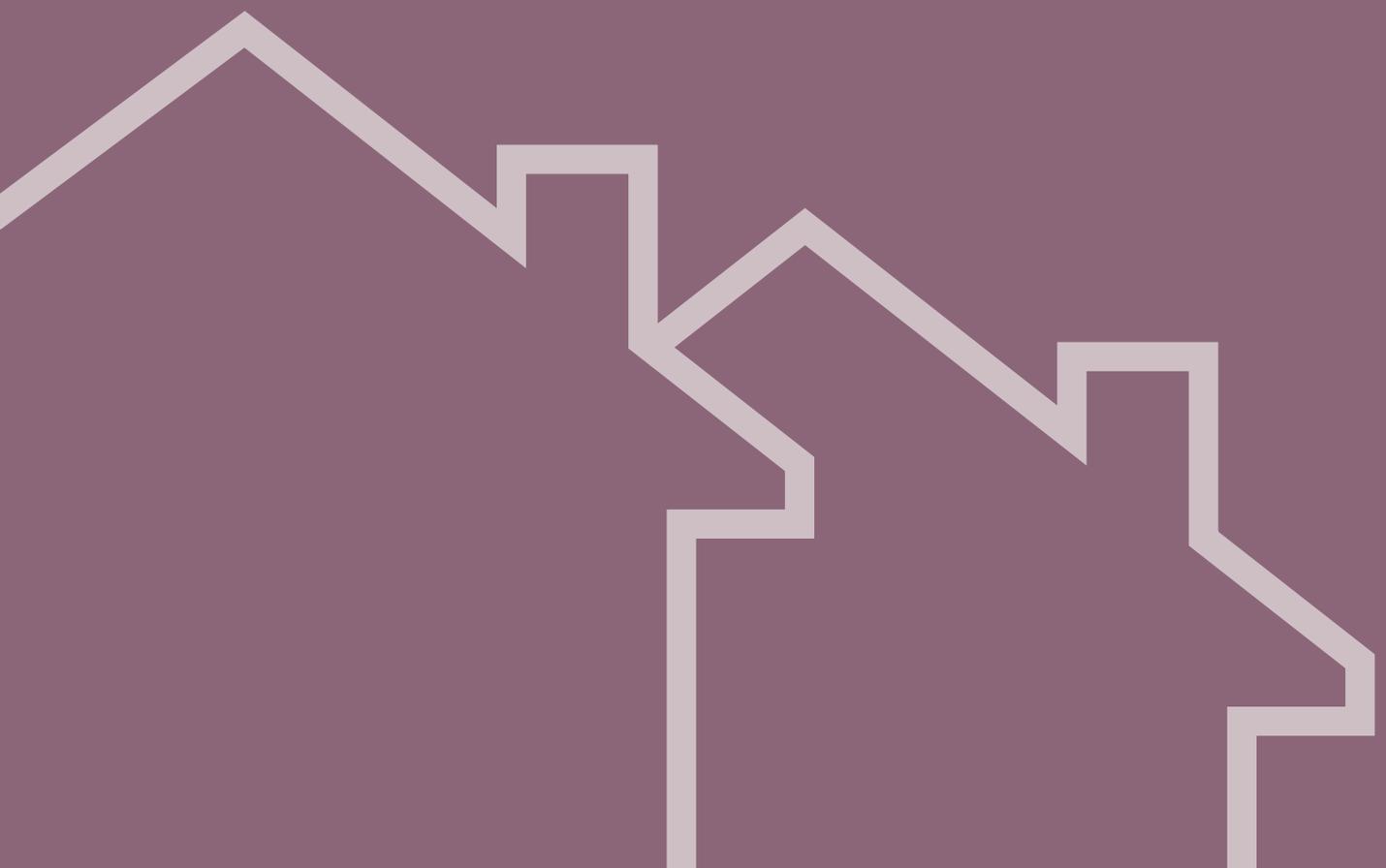
8.1 This strategy recognises the vital contribution made by our older people, not least in caring for others in society. It is only right, therefore, that we, in turn, should support older people to lead as independent and fulfilling lives as possible. The right housing and support options for older people can meet both their individual needs and help them to live independently, as well as objectives for health and social care and our wider society.

8.2 We are going through extremely challenging times, with an ageing population and reductions in public funding. These challenges can only be tackled in partnership between national and local government, housing associations, the health service and private and voluntary sectors, and by listening to older people and recognising their right to choose what suits them. What is absolutely fundamental, however, is to plan now and put the building blocks in place, together with shared goals and clear strategic leadership nationally and locally. Solutions will not be the same everywhere or for everyone, but an increased focus on prevention should be evident everywhere.

8.3 There is much work to do. This strategy is a milestone, but in reality it is only the start, and there is a long way to go. However, it marks a shared commitment to give greater priority, collectively, to these issues. We will monitor progress closely and undertake a review in 2016. The change that is needed does have an up-front financial cost, but should bring long term savings. Most importantly, it will help us to support our older people to realise their potential with the dignity they deserve, and live independently at home in their communities.

# Annex A

## Summary of commitments



## ANNEX A: SUMMARY OF COMMITMENTS

<b>Chapter 3: Clear strategic leadership</b>	
1	Through this strategy, we are setting out what we want to achieve for older people's housing and housing-related support, along with a national framework for delivery, focusing on increasing alignment between housing, health and social care.
2	We will engage with, and take account of the views of, older people, in the development of policy initiatives which affect them.
3	We will continue to work with local authorities, health boards and Community Planning Partnerships to support greater integration of needs assessment and strategic planning at local level.
4	We have established the £70 million Change Fund for Older People's Services to support the innovations in services which help older people to live independently at home. We will increase funding to £80 million in 2012-13 and work to increase access to the Fund for housing.
5	We will develop a central reference website of providers of housing and support for older people and their remits, for use by organisations seeking local partners.
6	We will identify the case for investment in housing and related support to achieve the outcomes we are seeking for reshaping care for older people. This would bring together evidence of the impact achieved in relation to particular aspects of different support services.
<b>Chapter 4: Information and advice</b>	
7	We will examine services which provide information and advice on housing and support for older people, taking account of existing advice provision to ensure the best use is made of information about the opportunities available to older people.
8	We will continue to publicise existing sources of information, such as the House Key, the Care Information Service, the Age Scotland Helpline, Citizens Advice Bureaux and Citizens Advice Direct.
9	We will review and, where necessary, develop online information on housing and support for older people on the House Key website.
10	We will work with local authorities to pilot the housing options approach for older people and, if successful, promote its implementation more widely across Scotland.
11	We will encourage organisations providing information and advice to older people to gain accreditation under the Scottish National Standards for Information and Advice Providers.
<b>Chapter 5: Better use of existing housing</b>	
12	Through the Adaptations Working Group, we will consider whether there is a need for fundamental change to the funding and delivery of housing adaptations, so that they provide the best outcomes for those who need them.
13	We will review the disability adaptations elements of the Scheme of Assistance to assess whether changes are required, pending any more fundamental change in the delivery of adaptations across all housing tenures.

14	We will continue to support the development of a register of accessible housing by Glasgow Centre for Inclusive Living, to help disabled people across Scotland to find homes that are suitable for them.
15	We will support the improvement of housing quality, so that housing in the social rented sector meets the Scottish Housing Quality Standard by April 2015 and the new climate change standard by 2020.
16	We will support the extension of information and advice on housing options to help home owners to find reliable tradespeople to undertake repairs and maintenance, including through the development of trusted traders schemes.
17	We will undertake an urgent Review of the Fuel Poverty Strategy, in the light of increases in fuel prices. We will also take forward the Warm Homes Fund and continue to develop the Energy Assistance Package. These measures will help older people to maintain a comfortable and warm home environment.
18	We will encourage all social landlords, both local authority and housing association, to build on the experience of those landlords that have introduced packages of support and assistance for older people to move to more suitable properties.
19	We will re-shape and, if necessary, extend, existing services, so that older people, whatever their housing circumstances, have the opportunity to access information and advice about their housing, support and care options. The importance of information and advice has been a recurring feature across the Reshaping Care programme, and older people have made it clear to us that they want more information and advice which is relevant to their individual circumstances to help them make decisions.
20	We will explore the feasibility of and, if appropriate, support the development of services operating as social enterprises, which support older people in looking for a suitable home and in making the move.
21	We will prepare a practical guide to the redevelopment of existing sheltered housing to provide a varied and flexible range of supported housing for older people. This will be prepared as a priority in recognition of the immediate issues for social landlords who have sheltered housing, which is no longer fit for purpose or which could be used more effectively.
22	We will provide practical advice about the development of supported housing, the issues to be addressed and ways to do this. This will include ways to achieve an integrated package of funding for both construction work and service provision. We will support the objective within the wider Reshaping Care programme to put in place arrangements so that we make best use of resources from all sources (e.g. NHS, local authorities and benefits) to meet individual support needs.
23	We will consider whether there are ways of, and benefits to, developing financial products that are more attractive.
24	We will consider the potential for new mixed or flexible tenure arrangements, which support national policy objectives and help individuals better to achieve the personal outcomes they seek.

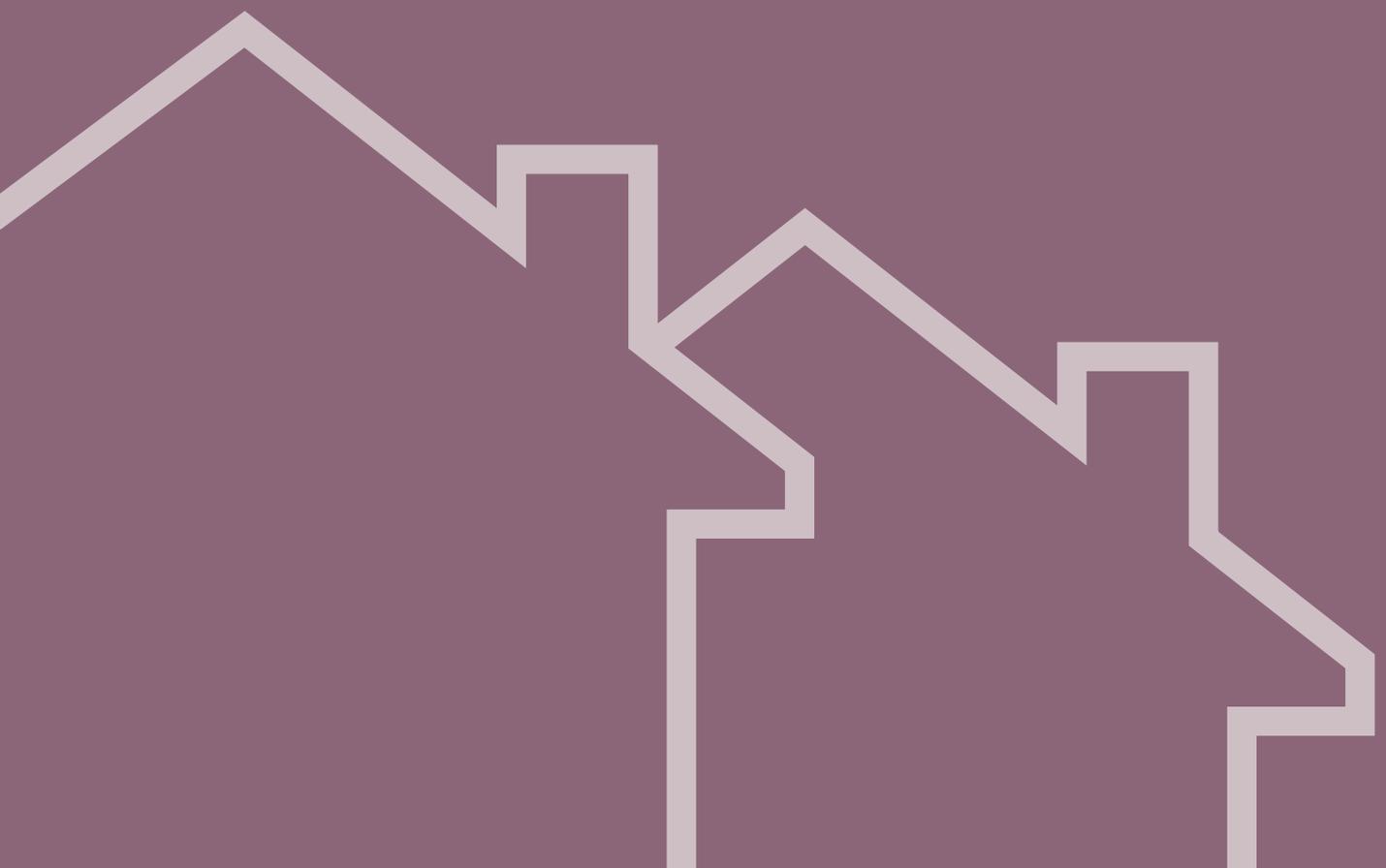
<b>Chapter 6: Preventative support services</b>	
25	We will publicise and extend understanding of the role, contribution and benefits of housing support services, particularly in relation to their value for money. We already have evidence of these benefits, but we are aware that more is required if older people and those commissioning services are to be convinced of the importance of investment in this area, particularly when public resources are stretched. We will use the evidence we have about the effectiveness of housing support services, together with additional information which becomes available, to inform the preparation of the 'business case' for housing, which is being taken forward as part of our work to improve strategic leadership.
26	We will explore the feasibility and, if appropriate, support the development of services operating as social enterprises, which are income generating, to provide housing support and potentially other services. Public funding cannot provide housing support for all older people who would benefit from it, so we need to find ways to offer services which older people trust and consider to be value for money. Our assessment of the potential for different business models may also be relevant to providing older people with support in moving home, and the provision of handyman and small repairs services, including by housing associations and organisations such as Care and Repair.
27	We will assess the role of social landlords in providing handyman type repairs as part of their landlord responsibilities, in areas where these services are not available. We know social landlords recognise the difficulties that older people face and help where they can, but we also know that there are financial pressures facing landlords. Landlords have an obvious role to play, as they are in contact with tenants and other household members who are vulnerable.
28	We will look at options for extending the role of Care and Repair and businesses operating as social enterprises, to include handyman type services.
29	We will identify the role currently played by housing providers, particularly the social rented sector, in building capacity and supporting social networks for older people and the potential for extension of this role. We intend to publicise case illustrations, giving examples of social landlords working with local communities to support older people.
30	We will continue to develop telecare and telehealthcare through the Change Fund for Older People's Services and local partnerships. The Scottish Government is also committed to driving forward and utilising the benefits of telecare through the £10 million Delivering Assisted Living Lifestyles at Scale (DALLAS) programme, which will further develop and extend telecare services across Scotland.
<b>Chapter 7: New build housing</b>	
31	We are discussing with stakeholders how to deliver a forward programme of new housing, which continues to achieve high rates of leverage and also allows local authorities and housing associations to plan ahead with confidence. We will seek to ensure that the needs of older people and disabled people are appropriately reflected in the new programme.
32	We will work to increase awareness of the features of new housing that are important to older people and how they can be built into new developments.

33	We will work closely with public and private sector housing providers to review whether current building and design standards meet the needs of older people and others with particular needs in our communities.
34	We will encourage the development of new models of housing with care and support in all tenures, which help older people to maintain independent living in the community.



# Annex B

## Summary of case studies



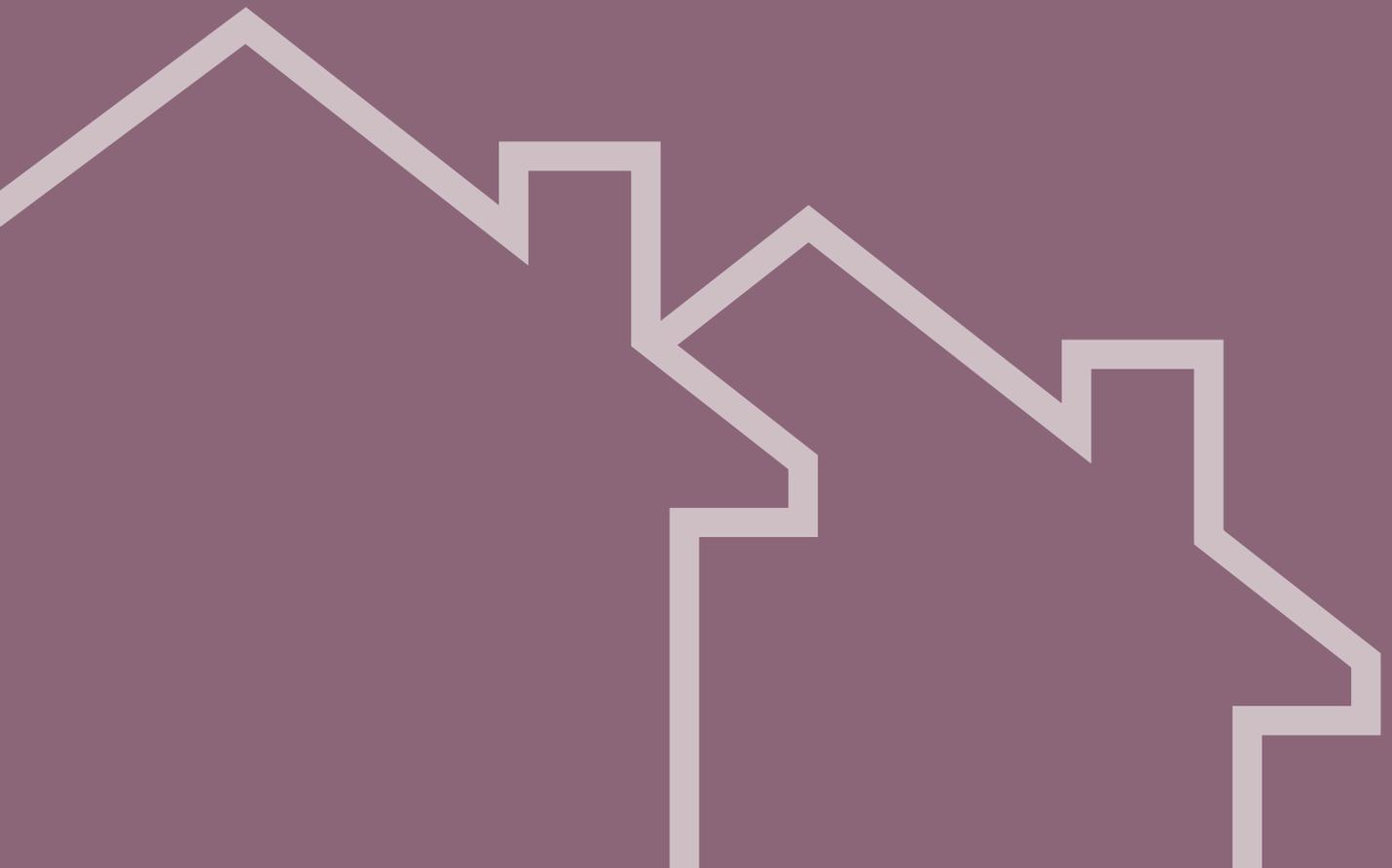
## ANNEX B: SUMMARY OF CASE STUDIES

<b>Chapter 3: Clear strategic leadership</b>	
<b>Case study</b>	<b>Theme</b>
Aberdeen Sheltered Housing Network	Consultation
Angus Community Health and Housing Partnership	Strategic planning
Aberdeenshire Council's consultation and strategic planning	Consultation and strategic planning
Smithfield Court rehabilitation service	Joint working in service delivery
<b>Chapter 4: Information and advice</b>	
<b>Case study</b>	<b>Theme</b>
Older People's Advice Service	Information and advice
East Renfrewshire's Private Housing Officer	Housing options
Ownership Options in Scotland	Housing options
<b>Chapter 5: Better use of existing housing</b>	
<b>Case study</b>	<b>Theme</b>
Borders Care and Repair's 'One Stop Shop'	Adaptations
Highland Council's adaptations self assessment	Adaptations
East Lothian Council's Housing OT service	Adaptations
Home Happening programme	Repairs and adaptations
Angus Care and Repair's Energy tariff check	Keeping warm
Highland Council's 'Downsizing' scheme	Support to move home
Accessible Housing Register	Support to move home and adaptations
St Margaret's Court	Very sheltered housing conversion and allocations
Rowan Court	Amenity housing conversion
West Lodge Gardens	Very sheltered housing conversion
Stewart Court	Sheltered housing and provision of services to the wider community
<b>Chapter 6: Preventative support services</b>	
<b>Case study</b>	<b>Theme</b>
Caledonia Housing Association's 'Home Help' service	Housing support
Highland Home Carers	Housing Support
Lomond and Clyde Care and Repair	Care and Repair and social enterprise
Angus Care and Repair's Home safety check	Handyperson service
Signpost Handyperson Service	Handyperson service
Queensferry Churches' Care in the Community's Befriending service	Community support
The Food Train	Community support
Craft Café	Community support
Silver Deal Active	Community support

The Evergreen project	Community support
Lochalsh and Skye Housing Association's Care and Repair Service	Telecare
<b>Chapter 7: New build housing</b>	
<b>Case study</b>	<b>Theme</b>
Midlothian Council's new extra care housing	New supply
Vivarium Trust and Co-housing	Innovative housing
The Quarries	Innovative housing
Assisted Living	Innovative housing



# Annex C Glossary



## ANNEX C: GLOSSARY

**Accessible housing:** housing designed to provide access for people with restricted mobility. Main features include level or gently ramped access to the dwelling; entrance with 750 mm minimum clear opening; passageway widths provide wheelchair access at entrance level; and staircase suitable for future stair-lift provision.

**Adaptations:** alterations to homes to make them more suitable for disabled people. Common examples include grab rails, bathroom conversions (often replacement of baths with level access showers) and kitchen conversions.

**Amenity housing:** a term for rented housing provided by housing associations and local authorities, that is designated as particularly suitable for older people, due to its design features. An emergency alarm service may be available, but there are not usually any other support services provided with the accommodation.

**Better Futures outcomes tool:** a web based outcomes tool, designed to enable providers of housing support services to work with people using their services to record their support needs over a period of time. It offers a means of recording a baseline when someone starts using a service, as well as plotting their aspirations using a unique scoring system.

**Change Fund for Older People's Services:** Fund established by the Scottish Government to support improvements by local partners in health, social care, housing and the independent and third sectors, to 'shift the balance of care' from institutional care settings to the community. Funding is set at £70 million in 2011-12 and £80 million in 2012-13.

**Co-housing:** a form of housing in an 'intentional' community, which brings people together in groups to share common aims and activities. Each resident has their own home, but there are also communal facilities, often in the form of a common building. All aspects of development and management are undertaken by residents.

**Co-production:** an approach to developing and delivering services, which involves the people using those services in an equal and reciprocal relationship with professionals and others, including families and carers, working together to get things done.

**Extra care housing:** housing designed for older people with higher levels of care needs, with varying levels of care and support available on site. Residents have their own self-contained homes, and there are usually communal facilities, such as a residents' lounge, restaurant and laundry facilities. Sometimes known as very sheltered housing.

**Home care services:** care provided in a person's own home, usually of a personal nature, such as help with washing, dressing, getting in and out of bed.

**Housing options approach:** an approach to the provision of information and advice, which looks at all the housing options and choices in the widest sense, focusing on early intervention and covering all housing tenures.

**Housing-related support:** general term including support services that relate directly to the home (e.g. housing adaptations) and/or are provided by housing organisations.

**Housing support services:** services which help people to live independently in the community. They range from low level services such as community alarms in sheltered housing to more intensive support, including assistance to claim benefits; manage a budget; keep the home safe and secure; and help with shopping and housework.

**Innovation and Investment Fund:** Fund for social housing launched by the Scottish Government in 2011, with funding of £111 million distributed to local authorities and housing associations to provide homes for social rent, shared equity and mid-market rent.

**Intermediate care:** a generic term that covers a wide range of services that help prevent unnecessary admission to hospital or help to facilitate early hospital discharge.

**Lifetime Homes:** a set of 16 design criteria that provide a model for building accessible and adaptable homes. More information is available at:  
<http://www.lifetimehomes.org.uk/>

**Low level support services:** services which help to reduce the likelihood of accidents or crisis situations occurring and are generally low cost, thereby reducing the need for more intensive and expensive support services.

**Preventative support services:** see low level support services.

**Re-ablement:** services which provide intensive support to people following a crisis or returning home after a stay in hospital. The support is reduced gradually, as the person regains independence.

**Residential care:** care provided within a care home.

**Scottish Building Standards:** standards to protect the public interest in the design, construction, conversion and demolition of buildings.

**Scottish Housing Quality Standard:** the Scottish Government's principal measure of housing quality, providing a minimum standard, below which a property should not fall. It covers five broad criteria:

- being above the Tolerable Standard;
- being free from serious disrepair;
- being energy efficient (effective insulation and full efficient central heating);
- having a modern kitchen and bathroom in good condition;

- having basic measures to ensure the health, safety and security of tenants is not compromised (such as appropriate security measures).

**Scottish National Standards for Information and Advice:** a framework for information and advice providers to develop effective and efficient services.

**Self directed support:** an approach which gives people informed choice and control about how their support is provided. This can be done through direct payments, where the local authority makes a payment direct to the person in place of services that otherwise would have been arranged by the authority. As an alternative, people can direct the available resources through an individual budget or individual service fund.

**Sheltered housing:** housing for older people, with appropriate design features, usually in a block of flats or bungalows on a small estate. Residents have their own self-contained homes, and there are usually communal facilities, such as a residents' lounge. Many developments have their own 'manager', but 24 hour warden cover is now increasingly rare. Properties are usually linked to a community alarm service. Similar housing in the private sector is usually known as retirement housing.

**Shifting the balance of care:** the policy of supporting more older people and disabled people to remain living independently at home in the community, instead of in hospitals or care homes.

**Single Outcome Agreements:** agreements between the Scottish Government and Community Planning Partnerships, which set out how each will work towards improving outcomes for the local people in a way that reflects local circumstances and priorities, within the context of the Scottish Government's national outcomes and purpose.

**Social enterprise:** a business with primarily social objectives whose surpluses are principally reinvested for that purpose in the business or in the community, rather than being driven by the need to maximise profit for shareholders and owners.

**Social landlord:** general name for not-for-profit housing providers, usually local authorities or housing associations.

**Strategic planning:** an organisation's process of defining its strategy or direction (what it wants to do), making decisions on how it will do it and allocating its resources to pursue the strategy.

**Telecare:** the remote delivery of care services within the home, by telecommunications or computerised services. Usually takes the form of sensors or alerts, which are triggered by events such as falls, floods, fire or other extremes of temperature.

**Telehealth:** provision of health services at a distance using a range of digital technologies. Examples include video consultations to support diagnosis and management, clinical networks and health professional education.

**Third sector:** organisations which are non-profit distributing, non-statutory and independent of the state, including social enterprises, voluntary organisations and community organisations. They often benefit from the use of volunteering.

**Transfer of Management of Development Funding:** an arrangement whereby the responsibility for funding housing associations and other suppliers has transferred from the Scottish Government to Glasgow and Edinburgh City Councils, for their respective areas.

**Very sheltered housing:** see extra care housing.

**Voluntary sector:** see third sector.





**The Scottish  
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