

Housing, Regeneration and Planning



The Scottish
Government

Wider Planning for an Ageing Population: Housing and Communities An Analysis of Consultation Responses



**WIDER PLANNING FOR AN AGEING POPULATION: HOUSING
AND COMMUNITIES
AN ANALYSIS OF CONSULTATION RESPONSES**

**Linda Nicholson
The Research Shop**

**Scottish Government Social Research
2010**

This report is available on the Scottish Government Social Research website only www.scotland.gov.uk/socialresearch.

The views expressed in this report are those of the researcher and do not necessarily represent those of the Scottish Government or Scottish Ministers.

© Crown Copyright 2010

Limited extracts from the text may be produced provided the source is acknowledged. For more extensive reproduction, please contact the Queens Printers of Scotland, Admail, ADM 4058, Edinburgh EH1 1NG. Email: licensing@oqps.gov.uk

ACKNOWLEDGEMENTS

Thanks are expressed to all of the respondents who took the time and care to respond to the written consultation. Every submission has been examined thoroughly and every effort made to represent accurately the range of views expressed. Copies of full, non-confidential responses can be accessed on the Scottish Government website:

<http://www.scotland.gov.uk/Publications/2010/11/08124345>

Thanks also go to the Scottish Government's Housing Access and Support Team for their help and support throughout.

Table of Contents

Chapter No		Page No
	Executive summary	i
	Introduction	1
1	Outcome 1	5
2	Outcome 2	11
3	Outcome 3	20
4	Outcome 4	27
5	Outcome 5	31
6	Views on outstanding issues and areas	34
7	Views on outcomes and actions	37
8	Views on priorities for action	39

Tables	1	Respondents by category	3
Annexes	1	List of respondents to the consultation	41
	2	Examples of good practice in older people's housing and support	43
	3	Views on the draft equality impact assessment	48

EXECUTIVE SUMMARY

The forecasted growth in the number of older people living in Scotland has significant implications for housing, health and social care services. The Reshaping Care for Older People programme was established by the Scottish Government, COSLA and NHS to consider how services need to change to help older people to maintain their independence and wellbeing. Within this programme, the workstream Wider Planning for an Ageing Population focused on housing and communities. A short-term working group produced proposals to inform strategy for older people's future housing.

The Government sought wider views on the 5 outcomes and associated actions proposed by the group. It published a written consultation document on 29 June 2010. 64 responses to consultation were received, 63 in time to be analysed¹. 86% of responses were submitted by organisations, 14% by individuals. The largest organisational respondent group was local authorities.

A summary of the key views of respondents follows. A qualitative approach has been taken to analysis of responses on account of the relatively low number of responses to each topic raised in the consultation, and the open-ended nature of the questions posed.

SUMMARY OF VIEWS

Views on Outcome 1: Clear strategic leadership is in place at national and local level about the housing outcomes to be delivered for older people (Chapter 1)

National strategy for older people's housing

- There was much cross-sector support for the actions proposed and in particular the proposal to develop a national strategy for older people's housing.
- Advantages were seen as enabling a national co-ordinated effort to improving older people's housing and support provision, promoting consistency in approach across authorities and facilitating greater cohesion across stakeholders in meeting older people's needs.

Community Care Outcomes Framework revision

- Local authorities and voluntary organisations in particular welcomed the proposed action to revise the Community Care Outcomes Framework to align housing, health and social care outcomes.
- Advantages were perceived as producing more joined-up approaches, leading to the provision of better services for older people.

¹ A list of respondents to the consultation is in Annex 1.

Business case for older people's housing and support

- Respondents (largely local authorities) in favour of the proposal to develop a business case for older people's housing and support considered that this would lead to more informed decision-making and better use of resources.

Incorporating progress measure into National Performance Framework

- There were mixed views on the proposal to incorporate a measure of progress for older people's housing in the National Performance Framework.
- Some respondents needed assurance that any new measure would be meaningful and achievable.

Reviewing and revising national regulatory body standards

- Mixed views were expressed on the proposed action to review and revise the standards used by national regulatory bodies to check the delivery of housing, health and social care outcomes.
- Cautious support was qualified by concerns about enforcement of standards, duplication of regulation and cohesion in standards.

Views on Outcome 2: Older people are better assisted to remain in, and make best use of, existing housing stock (Chapter 2)

Overall there was much support for the intentions stated in Outcome 2, with respondents welcoming a debate on who should be responsible for financing older people's housing and support needs. Many raised concerns about what they perceived to be current inconsistencies in funding across tenures and geography.

Responsibility for financing housing and support needs

- Local authorities tended to view individuals as responsible for planning ahead financially for their future housing and support needs. A recurring view was that people with sufficient savings should contribute to adaptations to their housing to enable them to stay in their own homes.
- It was acknowledged that many older people were asset rich but cash poor, and most respondents were sympathetic to the notion of state top-up funding for adaptations.
- Individual respondents were generally of the view that the state should continue to support housing adaptations, providing a safety net in particular for those on the margins of affordability.
- There was cross-sector support for means testing older people's ability to contribute to adaptations.

Equity release schemes

- Whilst a minority of respondents (largely local authorities) favoured consideration of equity release schemes to help fund housing and care

support, many others raised queries and challenges as to how such schemes could operate in practice.

“How to” guide on the role of sheltered housing

- The proposal to put together a “how to” guide on the role of sheltered housing received a cautious welcome with suggestions made for content and terminology.

Social enterprise business models

- Social enterprise business models to provide support to older people were viewed as beneficial in terms of empowering communities and providing trusted traders.
- Queries were raised over financing such models, with some respondents urging that other support models such as Care and Repair should also be promoted.

National helpline and online resource

- There were mixed views on the proposed action to develop a national helpline and online resource providing information for older people.
- Whilst some supported the proposal, key concerns were that this should not duplicate existing resources, and that older people should still be able to access face-to-face and local advice if required.

Better delivery of housing adaptations services

- Many suggestions were made for delivering housing adaptations services more effectively or efficiently.
- A common suggestion was for the maintenance of a register of adapted housing to help in reallocations and in matching needs with resources.
- Other suggestions included more standardisation across adaptations; better cross-boundary working and funding; closer working with Occupational Therapists (OTs); generally greater resourcing of adaptations; speedier assessments and small repairs work; more effective information; and sharing of good practice.

Views on Outcome 3: Investment in new housing provision across the sectors meets future needs of older people (Chapter 3)

Building standards

- A common view was to support enhanced building standards across tenures, which include common access standards and infrastructure for IT, and which emphasise energy efficiency.
- Many respondents welcomed the proposed review of Housing for Varying Needs (HVN) standards.
- Some respondents called for a balanced approach in which enhanced building standards are applied to a set proportion of new build in order to satisfy a variety of needs.

Public and private sector working together

- Many respondents agreed that there was a need for public and private sectors to work better together to support the development of a wider range of housing choice for older people.
- A minority argued that it was unrealistic to expect the private sector to provide older people with more housing choice, given that their ultimate motive is to make profit.
- Suggestions on how to work best with the public and private sectors included: closer dialogue with the private sector; educating the private sector (e.g. on models of older people's housing); sharing good practice of joint working; new schemes and incentives which attract private investment and lower the risks to the private sector; introducing stringent regulations and standards across sectors; and promotion of local liaison between the sectors.

Holistic view of housing design

- Respondents suggested that a more holistic view of housing design could be achieved largely through enforcing robust building standards, greater consultation with older people and their representatives, and ensuring wider environment issues are given adequate attention, so that housing for older people is close to amenities, green space and transport.

Views on Outcome 4: The needs of older people for low-level, preventative support are met (Chapter 4)

There was overwhelming cross-sector acknowledgement of the value of low-level, preventative services in maintaining older people's physical and mental health and wellbeing.

Realising the potential of preventative support

- A recurring theme was that not enough is known about the cost savings to be made by investing in low-level prevention and many respondents proposed that the evidence-base on cost effectiveness of such services should be strengthened, with findings shared.
- Some respondents felt that a strategic approach to development of such services was needed. Others agreed that joint working between service providers would enhance preventative support and produce person-centred outcomes.
- There was strong support for exploring and developing further existing social enterprise initiatives. Handyperson services received endorsement with many calling for these to be promoted widely. Likewise, many respondents expressed their support for Care and Repair services.
- An emerging theme was the need to provide more information to older people and their carers on the low-level, preventative support available.

Views on Outcome 5: The infrastructure to support these outcomes is improved (Chapter 5).

Providing information

- There was broad cross-sector support for the need for a national helpline and online resource, although questions were raised over financing these, older people's access to the internet and keeping information up-to-date. Calls were made for information to be simple and jargon-free.
- A recurring theme was that rather than produce additional information resources, more effort should be put into publicising information currently available.
- A wide range of suggestions was made for information delivery mechanisms including charities, GPs and support agencies.
- Some respondents considered that *timing* of information provision is crucial and suggested that people should receive advice on housing options as they approach retirement.

Views on outstanding issues and areas (Chapter 6)

Whilst some respondents agreed that the report had reflected the issues for older people's housing over the next 20 years, others felt that factors such as developments in technology, rising owner-occupation levels amongst older people, and changing aspirations made it difficult to judge whether there were omissions.

Some respondents perceived there to be aspects of the issues which could be covered more comprehensively. They proposed:

- greater focus on funding and strategic issues;
- taking more consideration of migration and population trends;
- addressing differences across tenures;
- equality issues including addressing the needs of people with special needs;
- more consideration of IT issues;
- addressing environmental issues such as access to outdoor space and services;
- incorporating a rural dimension in relation to access to transport and social contact; and
- discussing ways to involve and engage with service users.

Views on outcomes and actions (Chapter 7)

The majority of those who provided a view agreed that the outcomes in the report covered the right areas. There was also cross-sector agreement that the actions in the report were, in general, appropriate.

Views on priorities for action (Chapter 8)

A common theme was that decisions on priorities and their timing should be underpinned by well thought out strategy, developed by joint partnerships. Many local authorities called for updating the evidence base as a precursor to establishing a robust framework for strategy development.

Amongst the different priorities set out in the report, the proposal to develop a national strategy for older people's housing received most support. Of the 5 outcomes proposed in the report, respondents prioritised Outcome 1 (clear strategic leadership) and Outcome 3 (investment in new housing provision meeting the needs of older people) as most important.

Where respondents highlighted the actions they perceived should be prioritised, the action to develop a national strategy for older people's housing and the action to review standards set out in HVN ranked the highest in order of mention.

INTRODUCTION

The forecasted growth in the number of older people living in Scotland has significant implications for housing, health and social care services. The number of people aged 75 and over is projected to increase by 23% between 2008 and 2018, and by 84% between 2008 and 2033². The Reshaping Care for Older People programme was established in 2009 by the Scottish Government, COSLA and NHS to consider how services need to change to help older people to maintain their independence and wellbeing. One workstream within this programme, Wider Planning for an Ageing Population, focused on housing and communities. A short-term working group was challenged to consider radical, innovative but cost effective ideas to inform strategy for older people's housing over the next 20 years. The group's report published in March 2010³ set out 5 outcomes to be achieved for older people's housing:

- Clear strategic leadership is in place at national and local level about the housing outcomes to be delivered for older people.
- Older people are better assisted to remain in, and make best use of, existing housing stock.
- Investment in new housing provision across the sector meets future needs of older people.
- The needs of older people for low-level, preventative support are met.
- The infrastructure to support these outcomes is improved.

The group proposed short, medium and long term actions at national and local level that would impact positively on the outcomes whilst recognising the likelihood of a more difficult financial climate in future years.

The Scottish Government undertook a written consultation to seek wider views on the working group's proposed outcomes and related actions. The consultation, "Wider Planning for an Ageing Population – Housing and Communities" was published on 29 June 2010⁴ and issued to around 70 stakeholders, including all Scottish local authorities. It was also published on the Scottish Government website with responses to the consultation invited by 29 September 2010. In total, 64 written responses to the consultation were submitted, 63 of these in time to be analysed. These responses have been

² Projected Population of Scotland (2008-based), General Register Office for Scotland <http://www.gro-scotland.gov.uk/statistics/publications-and-data/popproj/projected-population-of-scotland-2008-based/index.html>

³ Workstream report can be accessed at: <http://www.jitscotland.org.uk/action-areas/reshaping-care-for-older-people/workstream-e---wider-planning-for-an-ageing-population---housing-and-communities/>

⁴ Scottish Government (2010). Wider planning for an ageing population – housing and communities. Consultation on the workstream report and its suggested actions. <http://www.scotland.gov.uk/Publications/2010/06/25130641/0>

made publicly available on the Scottish Government website unless the respondent has specifically requested otherwise⁵.

The consultation document provided details of the approach taken to the workstream, the issues and draft outcomes discussed and the suggested actions. It posed 8 questions focused specifically on the 5 outcomes and related actions, and a further 7 more general questions inviting respondents to identify other potential issues, outcomes and actions which should be considered in relation to older people's housing over the next 20 years. Finally, a draft equality impact assessment included 5 questions to establish views on whether the proposals might impact disproportionately on any particular group.

Responses

63 responses to the consultation were analysed. Most respondents to the consultation provided comments relating to each of the 5 proposed outcomes. Some provided responses to the 8 main questions posed, whilst others focused on specific proposed actions associated with individual outcomes. The presentation of the analysis of comments submitted to the consultation follows the order of the outcomes set out in the consultation document:

Outcome 1: Clear strategic leadership at national and local level.	Views analysed in Chapter 1
Outcome 2: Older people better assisted to remain in and make best use of existing housing stock.	Views analysed in Chapter 2
Outcome 3: Investment in new housing provision across the sectors meets future needs of older people.	Views analysed in Chapter 3
Outcome 4: Needs for low-level, preventative support met.	Views analysed in Chapter 4
Outcome 5: Infrastructure to support these outcomes improved.	Views analysed in Chapter 5

Respondents

The list of the organisations responding to the consultation is in Annex 1. 54 responses (86%) were submitted by organisations, with 9 (14%) submissions from individuals.

Organisational responses were submitted largely by a range of local authorities, voluntary bodies, charities and housing associations. Amongst the professional partnerships was a joint submission from a local authority, NHS board and housing network. Table 1 presents a break-down of all respondents by category.

⁵ The consultation responses can be viewed at <http://www.scotland.gov.uk/Publications/2010/11/08124345>

Table 1: Respondents by category

Respondent Category	Abbreviation used in the report	No. of Responses	% of Responses
Individuals	Ind	9	14
Local authorities	LA	17	27
Voluntary organisations/charities	Vol	13	21
Registered Social Landlords	RSL	8	13
Professional representative bodies	Prof Rep	6	10
Professional partnerships	Prof Part	3	5
NDPBs	NDPB	2	3
Private sector	Priv	2	3
Miscellaneous	Misc	3	5
TOTAL		63	100

NB Percentages may not add to 100% exactly due to rounding

Respondents' general comments on the consultation

A few respondents provided general comments regarding the consultation. Of the 63 respondents, 2 (Vol, Prof Rep) considered that it contained some repetition and used language aimed at professionals rather than a wider readership including the general public. Other general remarks were:

- We need to engage more with older people to understand their needs and aspirations better, and avoid making assumptions (2 LAs).
- We need to avoid pigeon-holing people. For example, a substantial proportion of older people live full and active lives without the need for policy interventions (Prof Part).
- The document contains a plethora of ideas but no assessment of the resources to deliver these (LA).
- Current and future proposals cannot be made in isolation from wider UK developments such as housing benefit reforms (Vol).

Method of analysis

An electronic database was used to collate the responses to assist analysis. This database stored free text in a systematic manner whilst providing the flexibility for amendments as the work progressed. The fields used to record the material were based on questions used in the consultation document.

A qualitative approach to the analysis of responses has been taken on account of the relatively low number of responses to each topic raised in the consultation, and the open-ended nature of the questions posed.

The following 5 chapters document the substance of the analysis, presenting the main issues, arguments and recommendations contained in the responses. Chapter 6 presents views on outstanding issues and areas;

and chapter 7 summarises views on whether the report's outcomes and actions cover the right areas. Views on priorities for action are documented in chapter 8. Finally, responses to the draft equality impact assessment are outlined in Annex 3.

CHAPTER 1: OUTCOME 1

Clear strategic leadership is in place at national and local level about the housing outcomes to be delivered for older people.

The consultation document described this outcome as about achieving effective joint working at both national level by the Scottish Government and at local level by Community Planning Partnerships. It relates particularly to housing, health and social care, but also more widely to include areas such as planning and building control, so that all public services are focused on achieving the same outcomes with the same priority in relation to the housing needs of older people.

2 more specific outcomes and 5 actions were suggested in the consultation document to achieve Outcome 1.

1.1 General comments about Outcome 1 and the associated proposed action to develop a national strategy

There was much cross-sector support for the outcome and actions proposed and in particular the proposal to develop a national strategy for older people's housing. Clear benefits to a national strategy were envisaged:

- Will lead to a national co-ordinated effort to improve housing and support provision for older people.
- Will enable local authorities across Scotland to establish a consistent response to service provision for older people.
- Will promote greater cohesion across housing, health and social services in identifying joint priorities to meet the needs of older people.

Two respondents had mixed views on the proposed outcome. One (LA) acknowledged that there was a need for clear, strategic leadership in this field but considered that there was potential for duplication with other workstreams within the Reshaping Care agenda. Another (Vol) contested that the proposals were not new and had been tabled regularly since the 1980s. The main challenge for such plans according to this respondent was to make sure the cross-sector working and partnerships were in place to deliver on the actions and outcomes.

One respondent argued specifically against the proposed action:

"We do not feel that "older people" should be delineated as a group that require a specific strategic response. In our view, the focus should be on providing housing support to all those who require it. Age is often not a relevant factor. Our view is the current LHS/LDP/PPP/CHCP frameworks are well equipped to work in tandem and complement each other to provide the housing support required to enable everyone, regardless of age, to live as independently as possible." (Shetland Islands Council)

A recurring comment was that funding should be available and aligned to joint outcomes at local level. There was some scepticism that finance would be available to support actions at local level, with a call for funding arrangements to be transparent and accessible to public organisations working with older people (Vol). Several respondents urged that ways of sharing and aligning budgets between housing, health and social care be worked out. One respondent commented:

“An integrated strategy demands an integrated approach to budgets; the proliferation of funding streams (and the uncertainty associated with them) is detrimental to integrated planning.” (Scottish Borders Council/NHS Borders/Borders Housing Network)

Another respondent (LA) agreed that less fragmented budgets across services would facilitate the development of a holistic service. They suggest that the use of Development Funding, Housing Support Funding, Social Work Support Funding and Scheme of Assistance Grant within councils should all be prioritised against agreed strategic outcomes which have been developed jointly by all services.

Many respondents considered the proposals to be laudable, but with certain provisos:

- requires a new, national organisation to be established with the remit to encompass inter-related agendas, and the authority to ensure action is taken (Prof Part)
- needs a new Government department pulling staff from health, social care, housing and planning in a co-ordinated approach to look after the needs of older people (RSL)
- difficult to align housing, health and social care outcomes until actual housing and related provision needs have been identified (NDPB)
- needs a co-ordinated approach to needs assessment which looks at housing, health and social care needs (RSL)
- need protocols and SLAs in place to ensure joint partnership and collaborative working between agencies (Vol)
- needs joint working forums bringing health, housing and social care practitioners together at local level – only way that national level arrangements will work (RSL)
- shared vision must be translated into shared responsibility for the delivery of services (LA)
- national strategy needs to place housing needs of older people in a wider health and social policy context (LA)
- national strategy needs to link with relevant community safety agencies such as the Scottish Government’s Community Safety Unit and COSLA’s Communities and Well-Being Group (LA)
- needs a local champion to promote and communicate client needs (Prof Part)

- needs to be a focus on practical steps to be taken locally on the ground in order to achieve overarching outcomes (LA)
- housing support service providers (Prof Part) and older people themselves need to be consulted over any future strategy (RSL)
- national strategy must recognise urban/rural issues (LA)
- needs to be a shared understanding and definitions of the role of “older person’s housing” in its widest sense (2 LAs)

Five respondents (RSL, Prof Part, LA, Vol, NDPB) urged that aims and actions proposed in any future strategies needed to be more specific in order to be meaningful. One respondent called for actions to be:

“time bound, measurable and closely monitored at each level“
(Bridgewater Housing Association)

1.2 Comments on the proposed action:

Revise the Community Care Outcomes Framework to align housing, health and social care outcomes.

There was much support, largely from local authorities and voluntary organisations, for the proposed action to revise the Community Care Outcomes Framework to align housing, health and social care outcomes. Benefits to this were seen as:

- promoting a more joined-up approach between housing, health and social care (Vol)
- valuable means of ensuring local authorities and their partners in the wider housing sector make adequate provision for older people ((Vol)
- promoting greater understanding of each service’s respective role in meeting needs (LA)
- increasing understanding of the role of housing and housing support and increase the priority of housing within partnerships (LA)
- helping to clarify the grey areas at the interface between the responsibilities of different services (LA)
- producing well developed outcome monitoring mechanism which could report regularly (Vol)

A call was made for the Framework to be extended to include outcomes from other services such as welfare rights, crime prevention checks, fire home safety visits, falls prevention and homes safety checks (Vol). One respondent (Prof Part) urged that the Framework should acknowledge that interventions which are funded largely by housing and social care can produce significant benefits for health, and joint funding from the 3 partners should be encouraged.

A few respondents identified further requirements to enable successful implementation of the action:

- health, social care planners need to be fully aware of the local housing strategy process to avoid duplication of effort (LA)

- need to align local authority housing, health and social care teams (RSL, Vol)
- needs a genuine spirit of engagement and co-operation across each of the departments involved (Vol)

One respondent (LA) was cautious about expressing support, commenting that there are currently a number of existing planning frameworks including the local housing strategy, and whilst it would be helpful to identify more clearly the contribution of housing within the Community Care Outcomes Framework, more information is required with regard to what alignment may mean at local level.

1.3 Comments on the proposed action:

Develop the business case for older people's housing and support, including extending the evidence base and providing good practice illustrations, to explain the reason for alignment at local level.

Seven respondents (6 being local authorities) expressed clear support for the action, perceiving benefits to be:

- promotion of more informed decisions on resource allocations (LA)
- supporting shift in balance of care (LA)
- providing for reliable measures for predicting future housing need (LA)
- helping to make best use of available resources (LA)
- maximising outcomes for service users by better planning and delivery (LA)
- addressing current lack of evidence (LA)
- promoting the case for resources to be transferred to housing and housing support services (LA)

One suggestion was that existing relevant data should be reviewed and updated as a priority (LA); another was that some issues such as dementia, addictions and learning disabilities are more appropriately researched at national rather than local level (LA). A call was made for more research on the changing wishes and aspirations of older people regarding their housing needs (LA). Good practice examples already existing (e.g. in Glasgow to improve joint working between social work, health, housing and the voluntary sector) were highlighted (LA).

A few respondents (LA, Prof Part) argued that relevant information already exists, with the issue being better use of this rather than collecting more, and thereby duplicating effort. One view (Vol) was that if the Scottish Government is intent on aligning service delivery at local level there should be no business case to make, as local authorities will have to deliver upon the support structures established by national government.

1.4 Comments on the proposed action:

Incorporate a measure of progress for older people's housing in the National Performance Framework

Whilst one respondent (Vol) supported the updating of the National Performance Framework, other commentators expressed concerns about this proposed action. Two requested further clarification:

“what are we measuring and what is progress?” (Renfrewshire Council)

“this raises questions as to what we would be monitoring.....in a time of economic difficulties we would prefer to streamline performance monitoring rather than adding other realms” (Orkney Islands Council)

One respondent considered that such a measure of progress would be of such a general nature to be of limited value in monitoring success on the ground (Prof Part). Another identified a key challenge as being able to demonstrate the value of preventative measures to support older people living at home (Prof Rep). Whilst seeing merit in the proposed action, one local authority emphasised the importance of ensuring any measures are appropriate and achievable.

1.5 Comments on the proposed action:

Review and revise the standards used by national regulatory bodies to check the delivery of housing, health and social care outcomes.

Whilst a few respondents (Vol, LA, Prof Part, Prof Rep, RSL) expressed their particular support for this action, others raised queries. One respondent (LA) felt that given that the inspection process is currently changing, the time may not be appropriate for taking this action forward until a clearer picture emerges of the future regulatory process. Another (Prof Rep) queried whether what would be the specific role (if any) for the Scottish Housing Regulator in the complex issues associated with housing provision for older people.

Others generally supported the proposed action but with the following qualifications:

- need early inclusion of the regulatory bodies in the discussions to ensure a cohesive set of standards is produced which is aligned with national care standards (NDPB)
- need to ensure standards are adequately enforced by regulatory bodies which are sufficiently resourced and qualified to do this (Vol)
- need steps to be taken to reduce duplication of regulation (Prof Part, Prof Rep)
- should be undertaken within the context set by the Crerar review – e.g. contribute to a reduction in the overall burden of external scrutiny (LA)

1.6 Question 1, part 2: What other action, if any, needs to be taken by the Scottish Government to ensure that housing, health and social care work together (at national and local level) to deliver appropriate housing and support, so that as many older people as possible can remain living independently?

A range of further actions was suggested, several concerning listening to and involving older people :

- Ensure a holistic approach is adopted by all agencies which responds to the lifestyle needs of older people (Vol).
- Include older people (Vol) and special interest groups (LA) in the process of defining goals and developing specific actions.
- Recognise that one size does not fit all – different older people have different aspirations (Vol).
- Re-establish the National Forum for an Ageing Population chaired by the Minister (Vol).
- Establish fora to share good examples across boundaries (LA).
- Give a greater focus to the delivery of housing, care and support for older people with timescales attached (RSL).
- Update the guidelines for the current Housing Needs and Demands Assessment (HNDA) to make these more specific in relation to housing for older people (LA).
- Introduce a specific national outcome on the needs of older people (Vol).
- Give more information on who is responsible for implementation of actions (LA).
- Give greater emphasis to the lower strata of management structures to ensure effective integration of working at these levels (RSL).
- Make sure new housing is “future proofed” and past mistakes learned from (LA).
- Review the capital and revenue funding available to progress options and outcomes for older people (2 LAs).
- The Scottish Housing Regulator should include outcomes relating to older and disabled people within the Scottish Social Housing Charter (Vol).

CHAPTER 2: OUTCOME 2

Older people are better assisted to remain in, and make best use of, existing housing stock.

Most older people live in ordinary housing, and this is unlikely to change significantly in the future. This outcome recognises the importance of existing housing stock, both now and for the foreseeable future. Getting services such as Care and Repair, small repairs and handyperson services in place, which help people to make best use of current stock, is of central importance. This includes all tenures and types of housing, both mainstream and specialist.

3 more specific outcomes and 6 actions were suggested in the consultation document to achieve Outcome 2

2.1 Question 2: To what extent should individuals be financially responsible for meeting their own housing and support needs, including for housing adaptations as they grow older? To what extent should the state support them?

There was much support for the intentions stated in Outcome 2. The specific question of who should be financially responsible for meeting older people's housing and support needs including housing adaptations was viewed by respondents in the context of changing demographics and tight financial constraints. One respondent described the debate as, "*long overdue*" (LA).

A recurring theme was that the current system of funding adaptations was inconsistent across tenures and geography. One view expressed was that funding availability, rather than assessed need, appeared to be the driver behind the availability of adaptations (Prof Rep). Another respondent commented:

"Not only are there different approaches to funding adaptations, but perhaps more worryingly, there appear to be different approaches to assessment of individual need for adaptations." (Chartered Institute of Housing, Scotland)

A fairer system was called for which addressed current inequalities between the way Registered Social Landlords (RSLs) and local authorities funded adaptations (RSL), used assessment criteria across all housing tenures (LA) and made charging policies transparent (RSL).

A common view amongst local authority respondents was that individuals should be encouraged to plan ahead financially to provide for their future housing choices and support needs. Generally, they considered that people with sufficient savings should contribute to adaptations. One private sector respondent remarked that "*family should be the first port of call*". However, there was an acknowledgement that many older people can be asset rich but cash

poor, and most respondents were sympathetic to the notion of state top-up of funding for adaptations to enable people to stay in their own homes, if desired.

Several respondents commented on the possible longer-term financial benefits of funding adaptations if this reduces the need for subsequent home care services. One respondent (RSL) remarked, *“in theory, one will compensate the other”* but cautioned against money saved on home care being transferred internally to another budget head. One local authority described their programme of “future proofing” and adapting their own stock to gain longer term benefits.

There was much support, particularly amongst individual respondents, for continued state support for housing adaptations. Many respondents from a variety of categories recommended that the state should provide a safety net, particularly for those people in areas of high deprivation, or those on the margins of affordability, who might otherwise choose to go without much need adaptations. One commentator (RSL) argued that if adaptations are self-funded, many people will end up in residential care earlier than otherwise, through want of finance for adaptations, incurring a burden on the tax payer:

“In short, the impact of more self financing may well be counter-productive.” (Shettleston Housing Association)

One view was that Care and Repair services should have an agreed free core service, standardised across Scotland (LA). Another view was that the Scottish Government should provide loans for adaptations which could be repaid on sale of the adapted property (LA).

Many respondents from a variety of sectors supported the notion of means testing to identify ability to contribute financially to adaptations. However, a few respondents (Vol, Ind, LA) expressed concern that those who had been prudent in saving to provide for their own needs should not be disadvantaged in getting some form of financial assistance towards adaptations. One respondent considered that there may be problems in defining an “appropriate threshold” as part of the means test, and envisaged some people perhaps disposing of income/assets to qualify for assistance (LA). Another (RSL) argued that RSLs might find a means test difficult to operate.

Some respondents highlighted special circumstances which they considered required particular attention in decisions on financing:

- potential higher costs of assisting older people to remain in their own homes in rural and remote areas (RSL)
- changes to the distribution of grants for adaptations for people with disabilities should not cause hardship or run counter to the needs of people with disabilities (RSL)
- Historic Scotland needs to be involved where older people living in listed buildings need “sensitive” adaptations to their homes (Prof Rep)

2.2 Views on older people using equity release to invest in their housing

Most of those responding specifically on the proposal to review the possibility of older people using equity release to invest in their housing identified challenges.

These included:

- older people are generally reluctant to release equity from their homes (RSL)
- there tends to be a low take-up of equity release particularly when, as a result of stagnant or falling property values, equity is low (Prof Part)
- might be a high risk option particularly in areas where house prices are falling (Prof Rep, Vol)
- in the context of older people living longer, hard to make commercial equity release funds attractive to financial institutions (NDPB)
- measuring the extent of equity can be complex and related to housing market conditions and personal circumstances (LA)
- equity cannot be raised on croft houses without de-crofting (Prof Rep)
- can lead to higher levels of debt (LA)
- needs to be very well regulated (LA, Vol)
- creates only a finite amount of funding and only when investors are willing to lend (RSL); not a reliable source of funding (Prof Rep)
- do not want private sector organisations reaping the profits from equity release sales (RSL, Vol)
- can be expensive to organise (LA)
- can affect entitlements to benefits (LA)
- there are issues related to the potential for local government and RSLs to act as lending agents; mechanisms need to be put in place to make this happen (LA)

In contrast, a minority of respondents (largely local authorities) favoured consideration of equity release schemes, perceiving many equity rich but financially poor older people as candidates who could benefit. One local authority envisaged equity release supporting not just repairs and adaptations, but also enabling other much needed services such as gardening.

A number of recommendations were made by respondents for consideration:

- A national equity release scheme could be established, supported by Government (RSL, 2 LAs).
- An accredited scheme should be introduced to alleviate the current mistrust of equity release (LA).
- There should be a national campaign to encourage the use of equity release when appropriate (LA).
- The introduction of equity release should be accompanied by suitable advice and guidance (2 LAs).
- There could be a role for social enterprise and the third sector in facilitating and funding equity release, with capital and financial investment support from the Scottish Government (Vol).

- Issues need to be addressed such as how advice on equity release will be given and by whom (Prof Rep).

2.3 Views on putting together a “how to” guide on the role of sheltered housing in the social rented sector

The proposed action of producing a “how to” guide on the role of sheltered housing received, on balance, a cautious welcome. One respondent commented:

“We believe it will prove to be an important piece of work which will be of great assistance and provide a useful tool for housing providers engaged in service reconfiguration.” (Scottish Federation of Housing Associations)

Another predicted that the guide would be a:

“challenging but important piece of work” (Chartered Institute of Housing, Scotland)

The guide was envisaged as informing providers’ considerations of remodelling options and also the shape of any new provision of specialist housing/housing with care for older people (NDPB).

One respondent (Vol) urged that the guide be written in plain English with care taken over terminology. Others (2 Vol) recommended that the Scottish Government consult with older people prior to drafting the guide. One comment was:

“Older people should not be seen as merely passive recipients of information, but active contributors to the process of identifying what information they need, and informing the development of information for their peers as a means of ensuring that what they receive is both informative and represents value for money.” (Age Scotland)

A few respondents suggested inclusions in the guide:

- how systems for the allocation of sheltered housing best meets clients’ wider community care needs and enable them to live independently for longer (LA)
- acknowledgement that some models of housing supply are not cost-effective or appropriate in some locations (Prof Rep)
- clarification of what constitutes “older people’s housing” (Vol)
- addressing the complex issues that surround definitions of different models of provision (Prof Rep)
- community planning strategies (Vol)

Three respondents (2 LAs, Vol) queried the benefit and purpose of producing the guide, particularly in the context of what one (LA) considered to be the declining relevance of sheltered housing as a sustainable and robust housing solution. Another (LA) considered the provision of a “how to” guide as outdated.

2.4 Views on the feasibility of non-subsidised social enterprise business models to provide support to older people

There were mixed views on the proposed action to investigate the feasibility of non-subsidised social enterprise business models to provide support to older people moving home, low-level support and handyperson services, funded in part through charges to customers.

A few respondents questioned where the funding would come from to support this business model (LA, Prof Part). One (Prof Part) commented that promoting social businesses in rural areas incurred additional costs and difficulties. It was felt that the income-generating capacity of social enterprises may be limited (Prof Rep).

Financing apart, the added comfort that trusted traders could provide older people was acknowledged (Prof Rep), with the social enterprise model seen as delivering many benefits to society in terms of quality of service, helping to regenerate communities and creating jobs for people normally excluded from mainstream employment (Vol).

One respondent (Vol) envisaged a handyperson registered scheme where local contractors could pay a registration fee in order to be recommended for work (Vol). Others however (Prof Rep, Vol), considered that handyperson services would need to be carefully monitored to ensure they provided full value for money. One local authority urged that care be taken to ensure the property of vulnerable people is protected when an agency is employed to undertake their house move.

Others (Vol, LA) commented that Care and Repair services should also be promoted, for example:

“The Housing (Scotland) Act 2006 sets out the context for the continued growth and development of established Care and Repair services. Having undertaken a feasibility or evidence-gathering exercise, the Council would support consideration being given to solutions that: already are established; work well; and deliver satisfactory outcomes for older people, as set out in each Local Authority’s Section 72 Statement. Care and Repair services already deliver much, and more, of the proposals outlined.” (East Ayrshire Council)

Another local authority commented that other schemes may also exist such as charitable organisations which provide grants to local people for various purposes.

2.5 Views on the proposed action to promote a national helpline and online resource, providing information for older people across the range of issues, including moving home

Again, views were mixed on the proposed action relating to a proposed national helpline and online resource. Whilst some respondents (LA, Prof Rep, RSL, 2 Vol, Prof Part) welcomed the proposals, others expressed various concerns:

- many older people do not use online resources (LA, 2 Vol)
- some older people benefit more from a face-to-face approach (LA)
- some people do not respond well to telephone-based advice (e.g. they may get flustered) (LA)
- older people may get a better service from their own local authority on their local situation (LA)

A recurring theme was that the proposals should not duplicate existing resources but should strengthen these rather than replace them. The recent launch of a national helpline for care was mentioned in this regard, with the suggestion that the proposed helpline be amalgamated with that already existing (LA). The Scottish Helpline for Older People administered by Age Scotland was also highlighted as a system already accredited under the Scottish National Standards for advice and information for providing information on a wide range of housing related issues (Vol).

One suggestion (LA) was for consideration of a national portal or framework that permits members of the public and professionals to access both national and local information through linking to local authority housing and support options information on local websites.

2.6 Question 3: Are there other ways in which housing adaptations services can be delivered more effectively or efficiently than they are at present?

Suggestions for more effective or efficient ways of delivery fell into 10 categories:

2.6.1 Better re-use of adaptations

- maintain a register of adapted housing (cross-tenure) to help in re-allocations and matching needs with resources (2 Vol, 4 LAs)
“Too often adaptations have to be removed from properties in the social sector, or are left unused because the new tenant has no requirement for them. Making better use of existing adaptations would allow a more efficient use of resources.” (East Lothian Council)
- permit the rent of equipment for short or long periods (Vol)
- establish local co-operatives to manage/provide equipment in their community (Vol)
- re-cycle adaptations – co-ordinated at local level across RSLs (RSL)

- create an “Amenity Standard” across the housing sector with “Amenity Standard” properties being marketed through an Accessible Property Register (LA).

2.6.2 More standardisation

- implement standards for regularly installed adaptations such as ramp design and specification (2 LAs)
- invest in equipment which is fitted as standard for an older person’s needs (Vol)
- review standards in building design (LA)
- introduce a national standard for Care and Repair schemes (Ind)

2.6.3 Cross-boundary working

- encourage public sector agencies to work more closely together as delivery agents (RSL, Vol, Misc, LA)
- take advantage of the most cost-efficient model of delivery by permitting cross-tenure delivery such as public sector contractors undertaking work in the private sector (LA), or deploying private contractors instead of council operators (Ind)
- explore the Single Shared Assessment process to give a holistic approach (e.g. groundbreaking work of Strathclyde Fire and Rescue and Glasgow Housing Association) (Misc)

2.6.4 Work more closely with OTs

- housing sector should work more closely in partnership with OT services in a cross-sector partnership (2 Vol, LA)
- investigate dedicated OT services, for example, under the one-stop shop arrangements for housing adaptations operated by Care and Repair in the Borders and Locharber, Care and Repair pay for the time of dedicated OTs and the impact on waiting lists has been “*impressive*” (Prof Rep)

2.6.5 Cross-boundary funding

- streamline the current fragmented funding arrangements (2 LAs)
- combine funding systems for the private and social rented sectors with one funding pot offering a standard percentage grant with the owner/landlord meeting the shortfall (Prof Part)
- bulk/jointly procure, e.g. joint procurement between RSLs and local government could bring savings and consistency in service delivery (2 LAs)

2.6.6 More funding

- need more resourcing of staff dedicated to housing adaptations (RSL)
- funding for adaptations should increase, perhaps by transfer of resources from NHS and intense forms of care which are saving money due to adaptations (RSL)
- more flexibility in funding is needed, e.g. lower assessed applicants could be given the option to self-fund (LA)

- Care and Repair plus services should be supported with an additional payment made by the client which helps to stretch out public resources (LA)
- Government could pay upfront for the cost of adaptations for private landlords with the adaptation equipment remaining the property of the Government for re-use once it is no longer needed (Vol)

2.6.7 Speed up the system

- slim down red-tape bureaucracy (Prof Rep)
- tackle what can be a lengthy timescale for assessments (LA, Ind)
- need a rapid response system to mitigate quickly against risks. Use specialist service and specialist contractors for adaptations (LA)
- make greater use of self-referral schemes especially for basic adaptations such as grab rails (Ind, Prof Part)
- scope for housing providers to undertake self assessments for low-level adaptations leaving OTs to address higher level assessments (RSL)
- Care and Repair with an effective, dedicated OT could provide a quick service for all tenures (Prof Rep)
- where people can buy their own appliances they should be permitted to do so, in order to speed up installation (Ind)
- where small repairs will cost less than £1,000 the work should be commissioned directly by OTs (Prof Part)

2.6.8 More effective information

- develop more effective local information – one-stop shops or phone/text/email support to direct people to the most appropriate service (Vol, RSL)
- investigate peer-speaking schemes or volunteers taking out messages (Vol)
- streamline phone support and services provided by Age Scotland and Care Scotland (Vol)
- empower older people to find their own solutions using effective information and advice systems to free up local authority resources (2 LAs, Vol)
- progress the National Lending Advisory Service to help people to make informed decisions (LA)

2.6.9 Share good practice

- collect information on current practices so that best practice can be identified and shared (2 LAs)
- Scottish Centre for Regeneration could explore a learning network approach to sharing good practice (Prof Rep)

2.6.10 Other suggestions

- mainstream funding of handyperson voluntary groups (Prof Rep)
- Care and Repair could be organised from one central location (possibly run by private sector) with one IT system, and standard rates, but with local suppliers (RSL)

CHAPTER 3: OUTCOME 3

Investment in new housing provision across the sectors meets future needs of older people.

Although new building in both the private and public sectors will meet the needs of only a small proportion of older people, it is important that the housing that is built makes the best contribution possible. This outcome aims to ensure that the private sector is brought more fully into work on housing for older people, with clarity about the contribution that different types of housing can make, and the wide factors involved, such as location, local amenities and transport services. It also seeks to ensure that housing is developed to meet particular needs, such as those of people with dementia.

3 more specific outcomes and 5 actions were suggested in the consultation document to achieve Outcome 3.

3.1 Question 4: Do current building standards in Scotland meet the need of an ageing population, and would common standards or more flexibility across tenures make a difference?

3.1.1 Views on common building standards

Only 3 respondents (Ind, LA, Prof Part) amongst those who commented appeared to consider that current building standards adequately met the needs of an ageing population. A far more common view was to support enhanced building standards across tenures. Some respondents provided rationales to support their view:

- the current level of adaptations required suggests that the current building standards are not meeting needs (LA, Vol)
- current standards are not specific enough at present to meet older people's needs (RSL)
- will ensure that all new build is suitable for occupation by the widest range of people (LA)
- will simplify the design and construction processes (LA)
- will allow for an increased proportion of homes in the private sector to be adapted to older people's needs and help them stay in their homes for longer (LA)
- without common standards private developers are unlikely to provide housing for varying needs on a voluntary basis (LA)
- will help to future-proof housing (2 LAs, Vol)
- will ensure equality of entitlement to adapted housing (Prof Rep)

3.1.2 Views on content of revised building standards

Some respondents made suggestions for the content of revised building standards:

- greater incorporation of Lifetime Home Standard (2 LAs, Vol)

- emphasis on fuel economy and energy efficiency (2 LAs, Vol)
- mobility needs met e.g. wheelchair turning circles (Vol)
- common access standards e.g. reduction in rise and pitch of stairs; dog-leg staircase (Vol)
- enhanced space standards with activity space for carers (LA, Vol)
- infrastructure for IT solutions such as telecare (Vol, RSL)
- incorporate best practice in planning and design advice (LA)
- indication of prioritisation as there are cost implications associated with different aspects of the standards (LA)

Two respondents (RSL, LA) called for an inclusive approach to informing revised standards, which engages a variety of stakeholders including older people, house builders, architects, housing professionals, specialist OTs and planners.

3.1.3 Views on proposed action to review standards set out in Housing for Varying Needs (HVN)

Many respondents welcomed the proposed review of HVN standards, a common view being that these could be brought up-to-date to accommodate, for example, developments in technology. Whilst a few respondents (2 LAs) urged that these be adopted across all tenures, others (Prof Rep, RSL) felt that applying them to the private sector would require changes to building regulations. One respondent (LA) proposed that a set proportion of new build housing should be required to adhere to the HVN standards in order to ensure a mix of house types and design within a development.

3.1.4 Challenges to enhancing and implementing common standards

Challenges were envisaged as:

- planning restrictions (RSL)
- funding mechanisms (e.g. reduced state subsidy levels and private finance funded through affordable rent levels) (RSL)
- timing – private house building sector is currently “*beleaguered*” (Prof Rep)

3.1.5 Views on proposal for more flexibility across tenures

Very few respondents focused specifically on the issue of flexible standards across tenures. Of the 7 respondents who provided a clear response on this 4 (Ind, Vol, LA, RSL) favoured flexibility. One (RSL) remarked that common standards across tenures would conflict with locally-based decision-making, would be hard to implement and would put the private sector under more pressure. Three respondents (2 Prof Part, Vol) argued for common standards across tenures, with one (Prof Part) stating that they could not see any benefit to differentiating between tenures.

A few respondents (LA, Priv, Prof Rep) suggested that a balanced approach was the key in which enhanced standards should be applied to a proportion of new build to ensure a wide range of housing is designed to meet a variety of needs

and aspirations. One of these (Prof Rep) proposed that “*rather than penalising the majority of the buying public*”, standards could apply to around 10% of new build to reflect the proportion of population with specific housing needs.

3.1.6 Views on the proposed action to develop the evidence base on cost-effectiveness of different models of housing with care

Four respondents (2 Prof Rep, 2 LAs) highlighted specific support for this proposed action. Benefits were seen as:

- providing clarity on which standards are or are not being adapted by private developers (Prof Rep)
- aiding understanding on whether new housing solutions are needed, or existing models need to be replicated in a wider range of settings (LA)
- helping to identify the strengths of different stakeholders and potential new investment (Prof Rep)
- supporting local planning policy and giving more confidence to developers (LA)

3.1.7 Other suggestions

Two respondents (Ind, LA) emphasised that current older stock should be central to any reviews of stock condition, and consideration should be given to retro-fit such stock to modern standards.

One local authority considered that more explicit Scottish Government planning policy would be helpful for planning authorities in exerting greater influence on the type and design of houses in the building industry.

3.2 Question 5: How do we work with both the public and private sectors to support the development of a wider range of housing choices for older people?

Many respondents agreed that there was a need for public and private sectors to work better together in this context. Some recommended that both public and private sectors should embrace the concept of housing “fit for life” in order to support the development of wider range of choice.

In contrast, a small minority of commentators argued that expecting the private sector to provide older people with more housing choice was unrealistic:

“The private sector develops properties in order to make money and it is unlikely that they will take action to develop specific types of housing which will have limited popularity with certain client groups unless there is some sort of incentive for them.” (Orkney Islands Council)

“Private sector will only “listen” if it’s profitable, there needs to be “money in it for them”” (Aberdeen City Sheltered Housing Forum Members)

3.2.1 Suggestions on how best to work with both the public and private sectors

A range of recommendations were made:

Closer dialogue

- closer liaison between Government and construction industry (Prof Part)
- more dialogue between private developers and the public (LA)
- Scottish Government to work more closely with housebuilders and local authorities to consult with private sector when formulating their housing strategies, policies and programmes (Priv)
- engage with private sector to establish the success of, and cost of delivering, the current range of housing solutions (LA)

Educate the private sector

- increase awareness of models of older person's housing (LA)
- undertake national research looking at evidence for the scale of the market for such housing and share the results (LA)
- educate housebuilders on the accidents which older people have in their homes and the changes which could prevent these (Vol)
- alert private developers to the message that as people become more frail they need more rather than less space in their homes (Prof Rep)
- help planners to understand that they should take whole life costings into account in their plans for new housing (Prof Rep)
- in collaboration with East Renfrewshire Council (ERC) Housing and Planning services, ERC economic development/regeneration has established a developers' forum with a main purpose to stimulate interest in residential development (LA)

Share good practice

- share good practice examples of liaison between public and private sectors at both national and local level (LA, Vol)
- Government to examine best practice and value for money examples and help to develop these further (RSL)

Introduce schemes and incentives

- Scottish Government to highlight commercial opportunities and facilitate these if possible (Vol)
- Housing Association Grant scheme to be protected (Vol)
- Government to introduce a matching service, linking service users to developers interested in investing in new build housing (Vol)
- incentivise schemes to exchange poor private accommodation for new build rented accommodation in order to free up large, under-occupied homes (Prof Part)

- introduce innovation grants (RSL)
- investigate the potential use of planning gain (2 LAs)

Lower the risk to private sector

- local authorities may be able to guarantee that unsold private sector housing will be made available for social housing (Prof Part)
- deploy shared equity models of purchase (2 LAs Vol) (although it was thought that current shared equity rules may not allow for developments of shared equity housing outwith regeneration areas to be bought by buyers other than first time buyers)
- deploy low cost home ownership schemes – subsidise their development for older people (it was understood that at present the rules prevent existing owners from benefiting) (RSL)

Implement stringent regulations and standards

- implement stringent building regulations (Prof Rep)
- implement strict building standards (possibly incorporating Lifetime Homes Standard) (Vol, RSL, 4 LAs)
- require developers to produce a required proportion of houses to HVN standard (Prof Part)
- introduce a regulatory standard for adaptations (RSL)
- legislate to force private developers to consider multi-use tenancies (Ind)

Local liaison

- local authorities to hold local meetings for both public and private sectors (Ind)
- private sector to be more open and honest about how they are accommodating demographic changes in their developments (Ind, LA)
- use local plans as a platform for joint discussions between local authority and private sector (Misc, 2 LAs, 2 RSLs)
- use the development plan to achieve what local authorities want to achieve, and not what private developers want for profit (RSL)
- use the planning process to stipulate standards required of private sector and proportion of units for older people/disability (LA, Prof Part)
- community planning partnerships can have a role in bringing together agencies and funding sources (LA, Misc)

Funding

- provide appropriate levels of funding to help providers manage and remodel their services appropriately (Vol, LA)
- significant investment is needed for the design of housing for dementia sufferers (Prof Part)

Other suggestions

- liaise with trade associations such as National House Building Council or Association of British Insurers (Misc)
- address technicalities such as EU rules on procurement being out of alignment with national initiatives (LA)
- jointly fund capacity building initiatives to help communities fully engage with local and regional regeneration initiatives (Vol)
- gain support also from agencies such as Scottish Water to ensure their infrastructure investment plans are aligned with the strategic plans (LA)

3.3 Question 6: How could we take a more holistic view of housing design to help us deliver a better product, reducing the need for future adaptation?

To some extent, responses to this question overlapped with those to question 4 on current building standards:

- enforce robust building standards incorporating “life-time home standards” (Prof Part, RSL, Vol, 2 LAs, Ind); HVN standards (2 LAs); common barrier-free standards set nationally by Government (2 RSLs, LA); RoSPA Scotland “Can the home ever be safe” recommendations (Prof Rep, Vol); building standards which provide potential for later adaptations (Vol, 4 LAs, Prof Part)
- incorporate standard design features in all new build (Vol) such as wider doorways, double joists in bathrooms, avoid corridors (Prof Part); downstairs bathrooms and space standards (2 LAs); enjoyable, low maintenance garden (LA); soft furniture and carpeting to provide better acoustics for older people with hearing loss (Vol); level access bathrooms (RSL); thermal efficient housing (2 LAs); basic telecare (Prof Part)
- provide disability awareness training for professionals (Vol)
- promote a strategic approach in which planning decisions are evidence-based (Vol) and private sector development must reflect demography (LA). Separate health and social needs from assets, identify need then plan to match these working with the private sector in asset and build project partnerships (Priv)
- consult with older people and their representatives, not just about design but about their lifestyle and choices (3 LAs, 2 Ind, 3 Vol)
- bring public, private and third sector stakeholders together to discuss design (LA, Vol, Misc, LA). Make better use of for a like the Build Environment Forum Scotland which brings planners, designers and other experts together (Prof Rep)
- ensure wider environment is given equal attention so that housing is close to amenities, transport, green space, street lighting (Ind, 4 LA).
- learn from elsewhere including other countries (Ind, LA) and past experience (Vol)
- other ideas: promote new technology design to OT professionals (LA); improve record keeping of adapted assets to improve re-use (Vol);

research the cost-benefit of lifetime home standards in all new build, make comparison of cost of HVN with current building regulations (LA); introduce more flexibility in resource transfer to help balance costs in one area with knock-on savings elsewhere (LA); promote diversity of tenure in safe environments as addressing a wide range of needs (RSL, LA)

CHAPTER 4: OUTCOME 4

The needs of older people for low-level, preventative support are met.

This outcome reflects the need of many older people for small amounts of help which can make the difference between sustaining independent living at home and moving into a care setting. It includes housing support, but also goes wider, covering social networks and community capacity building. These preventative services are among the most vulnerable when resources are tight and so need to be able to demonstrate their value of “spend to save”.

2 more specific outcomes and 6 actions were suggested in the consultation document to achieve Outcome 4.

4.1 Question 7: How do we ensure that low-level preventative services realise their potential in helping to support older people to remain in their own homes?

4.1.1 General views

There was overwhelming cross-sector acknowledgement of the value of low-level, preventative services in maintaining older people’s physical and mental health and wellbeing. Many examples were given of current, valuable schemes across Scotland. However, concerns were raised about varying policies of assessment and charging and restrictions on funding available. A few respondents (RSL, Ind) considered it to be ironic that such valuable services were so vulnerable to budget cuts; others highlighted the importance of adequately funding what they perceived to be vital services (2 Prof Part, LA).

4.1.2 Views on improving the evidence/information base

Calls were made for a national framework of charging for such services to address current perceived inconsistencies (Prof Part, Prof Rep).

A recurring theme was that not enough is known about the cost savings to be made by investing in low-level prevention: their value in terms of “spend to save”. Many respondents proposed that the evidence-base on cost effectiveness of such services be strengthened and findings shared. Calls were made for improved performance measures developed at national level (2 LAs, Prof Rep), with perhaps a finance improvement tool along the lines of that used by the Audit Commission to demonstrate benefits to accrue from low-level preventative services (Prof Rep).

One respondent (RSL) proposed the establishment of a national website to promote best practice models. Another (RSL) called for mapping of existing services to enable better matching of these to need.

4.1.3 Views on strategic approach

One respondent recommended a new national strategy for the development of such services (Vol). Another argued that strategic Government leadership would be needed to direct funding to preventative services (Prof Part). It was felt that a strategic approach was needed (perhaps a Neighbourhood Plan) to better identify what facilities, buildings and services already exist and to make better use of them (RSL, Prof Part). A housing service model was suggested in which local authorities in partnership with strategic stakeholders enable services through an options approach and scheme of assistance so that older home owners and private renters can be directed to appropriate service providers (LA).

4.1.4 Views on joint working

One respondent (RSL) commented that their biggest challenge as a landlord was to avoid duplication of effort with other providers and services in their provision of preventative support. They called for “institutionalising collective working” to address this. Others also urged that joint working between service providers was needed:

- early identification of requirements and joined-up working amongst advice agencies, Care and Repair services, health and social services (LA)
- shared services approach managed by Community Planning Partnerships (Misc)
- standardised training across stakeholders in preventative needs of older people (Vol)
- joint working between providers of health and benefit agencies and providers of cultural and leisure activities (Vol)
- joint working between Government and voluntary sector (Ind)
- joint working to ensure parties share common person-centre outcomes (LA)

One view (LA) was that central and local government need to take the lead in challenging professional, organisational and individual barriers and providing clarity on the flexibility in the use of budgets:

“to achieve outcomes rather than getting tied up in individual organisational red tape” (Angus Council)

4.1.5 Views on social enterprise models

There was strong support for exploring and developing further existing social enterprise initiatives. They were perceived to have much potential for empowering and developing communities, providing benefits over and above the direct provision of low-level preventative services to older people. Many examples of practice were provided, for example the local volunteer lend-a-hand scheme in Charleston in Dundee. This was described as developing local people’s skills and provided free to service users (Vol).

A few respondents commented that costs of social enterprise models needed to be addressed particularly where Care and Repair and handyperson services were provided which could incur staffing and physical adaptation expense (LA, Vol).

Two respondents (2 Vol) advocated encouraging sheltered housing and care homes to engage more with older people in their communities in order to share with them support and social interaction.

4.1.6 Views on handyperson services

Again, such services were endorsed by many, with calls made for promoting these more widely. However, the proposal to encourage social landlords to provide handyperson services as part of their landlord responsibilities was questioned with several local authority respondents querying how costs would be met. It was also not clear whether such services would be cross-tenure or restricted to social tenants.

4.1.7 Views on Care and Repair

Many respondents expressed their support for the promotion of Care and Repair services. One (RSL) remarked on the crucial role of Care and Repair as a trusted organisation in providing information and advice. Care and Repair Scotland advised that a study, due for completion in March 2011, is examining the reporting arrangements, and evidence of the cost-effectiveness of Care and Repair services.

4.1.8 Views on the need for information

One theme to emerge was the need for more information for older people and their carers on the low-level, preventative support which is available. Various suggestions were made:

- national helpline (LA)
- “virtual” one-stop-shop in each locality (LA)
- national resource for those moving across local authority boundaries (LA)
- list of “trusted” tradesmen (Vol)
- general education and information provision (Prof Part)

4.1.8 Other views

- consultation with older people will help to ensure low-level preventative services realise their potential (Ind, LA)
- there is much potential to promote use of telecare (many respondents)
- assessments must be holistic and person-centred and consider housing, social care and health needs (Prof Part)
- the safeguarding of vulnerable groups should be ensured when they receive unregulated services (NDPB)
- use Facilities Management (FM) route adopted by private sector so that spend, services and tenders are aggregated and economies of scale maximised (Priv)

- OAPS could contribute a low monthly premium to a local authority scheme which could guarantee services from trustworthy tradespeople (Ind)
- access to transport should be included as a low-level preventative service (Vol, LA)

CHAPTER 5: OUTCOME 5

The infrastructure to support these outcomes is improved.

This outcome includes issues which are relevant to all the previous outcomes. These include significant improvements in the availability of information and advice; more effective strategic assessment; analysis and planning for housing needs of older people to deliver these outcomes; and improving levels of understanding of the housing needs of particular groups of older people, particularly those with dementia.

3 more specific outcomes and 8 actions were suggested in the consultation document to achieve Outcome 5.

5.1 Question 8: How do we ensure that older people receive the information and support they need to make the best choice about their housing, including, where appropriate, whether to remain in their current home or downsize to a more suitable property?

5.1.1 Views on the need for a national helpline and online resource

Most responses focused on the proposed action to promote a national helpline and online resource, which the consultation had proposed could provide information for older people across a range of issues, including moving home.

There was broad cross-sector support for the notion of a national helpline and online resource albeit qualified with some reservations, in particular:

- who will fund this? (e.g. Prof Rep – could be jeopardised as a consequence of the Comprehensive Funding Review)
- not all older people use the internet (several respondents)
- would need much work to keep up-to-date and accurate (*“wrong advice is worse than no advice”* (Falkirk Council))

Several respondents advocated a balance of national information supported by local level advice to reflect local supply and need, or local level information only. However, some recommended that standards for information provision should apply at local level to ensure consistency in quality across councils, with a few welcoming the proposed national development project to support the development of local information and advice including accreditation against National Advice and Information Standards.

Calls were made for nationally produced information to be in simple, jargon-free language:

“clear, straightforward, easy to digest” (Consumer Focus Scotland)

Some felt that older people should be involved in the development of such resources (Priv, LA, Vol):

“Simply producing volumes of materials which fails to engage with older people could risk making those resources obsolete.” (Age Scotland)

Suggestions were made for the content of the on-line resource:

- practical advice
- contacts
- telephone numbers
- signposting to local information and support
- wider than simply options on moving home
- downsizing issues

5.1.2 Views against a national helpline and on-line resource

The main arguments provided by the minority of respondents who were against the proposed action were:

- potentially expensive
- ineffective as people want local more than national information
- information already available from other sources
- would require an audit of current national and local resources
- people do not want this sort of advice, they want information on grant assistance

A recurring theme was that rather than produce *more* information resources, there was a need to publicise *current* information provision more effectively. One respondent summed this up:

“To a large extent, such an outcome requires only the better promotion of existing advice and information services” (Scottish Borders Council/NHS Borders and Scottish Borders Housing Network)

It was felt that more could be done to publicise resources and good examples of information, from promotion by national agencies with links to older people (Vol) to one-off initiatives such as sheltered housing open days (Vol).

A few respondents (2 Ind, 2 Vol) considered that *timing* of information provision, rather than developing more information was crucial. All recommended that people approaching retirement should be targeted. One commented that proactivity in ensuring people had information before any time of crisis would help to ensure choices were informed (Vol).

5.1.3 Suggestions on delivery mechanisms for information and support to older people on their housing options

Many respondents provided their view on ways in which such information could be provided to older people:

- charities such as Age Scotland, Shelter

- GPs (*“As housing providers we receive a fair amount of requests from GPs for assistance in improving older people’s homes”* (Linstone Housing Association))
- RSLs
- Health Boards
- social services
- media
- Citizens Advice Bureaux
- libraries
- family and friends
- single point of contact at councils such as one housing officer
- dedicated local authority support team
- nurses
- local forum
- newsletters
- advice shop set up in hospitals
- statutory and independent services which have contact and involvement with older people

An emerging theme was for information delivery to be balanced between on-line, telephone and face-to-face provision. A call was made for special provision for people who are deaf or hard of hearing who may need access to relevant communication support to be able to make decisions about their housing options (Vol). One respondent (RSL) urged that such information should be provided free of charge.

CHAPTER 6: VIEWS ON OUTSTANDING ISSUES AND AREAS

The consultation posed general questions inviting views on whether there were other important issues and areas relating to older people's housing which the consultation document had not covered.

6.1 Question 9: Does the report reflect the issues for older people's housing over the next twenty years?

Although there was broad agreement amongst many respondents that the report does reflect the issues for older people's housing over the next 20 years, others felt that factors such as likely developments in technology, owner-occupation levels amongst older people, and changing aspirations over the next 20 years made it difficult to ascertain whether the report had reflected the appropriate issues. A typical comment was:

"With the large increase in older people's population, technological innovations and our commitment toward a person-centred enablement approach, we find it difficult to answer this question" (Celebrate Age Network Forum)

Some respondents supported the coverage of issues with a few provisos:

- need more emphasis on how wider lifestyle issues link to housing (Vol)
- need to recognise a greater diversity amongst older people (Vol)
- We believe that "housing support for all" is the issue and not "older people" (LA)
- need to translate references to telecare/telehealth into actions (LA)
- need a greater focus on future planning for specialist housing which may be a choice for some older people and should continue to be developed (LA)

6.2 Question 10: Are there aspects of the issues that are not covered in the report?

A wide variety of additional issues and aspects of issues were perceived by respondents to have been covered inadequately or not at all in the report:

6.2.1 Funding issues

- funding issues (including implications of more redundancies amongst current older home owners)
- impact of cuts in funding
- more on models of financial assistance allowing older people to retain capital (such as low cost home ownership and shared equity)

6.2.2 Strategic issues

- impact of planning policy on future development of housing for older people

- role of community planning partnerships in aligning planning cycles and priorities
- addressing challenges in joint working between stakeholders such as data protection issues, competition for contracts
- providing for people moving across authorities

6.2.3 Migration and population trends

- potential workforce gaps which could affect delivery of services
- greater population of workers and older people from other countries and the implications for communication and culture in service delivery and receipt

6.2.4 Issues of tenure/housing provision

- allocations policies
- differentiation between implications for different tenures
- addressing changes in profile of tenure over the next 20 years
- restricted availability of sheltered or extra care housing provision
- acceptance that for some, residential care is only option to avoid a hospital setting
- role of private sector
- need for specialist housing

6.2.5 Equality issues

- provision of housing within context of equality legislation and impending public sector equality duty
- ageing adults with learning disabilities
- more on needs of equality groups (e.g. does current housing reflect the needs of blind and deaf communities)
- ageing adults with long term mental health issues

6.2.6 IT issues

- better networking arrangements between stakeholders (e.g. such as those via the Scottish Housing Best Value Network)
- access to affordable broadband
- telecare
- virtual wardens

6.2.7 Environment issues

- more recognition of value of the wider built and historic environment – value of placemaking
- importance of accessible outdoor space and accessible streets, parks and so on
- accessibility of services
- energy efficiency and fuel poverty

6.2.8 Rural issues

- specific rural issues
- access to transport
- isolation in terms of social contact

6.2.9 Involvement/engagement

- involvement of service users in finding solutions to their needs
- involvement of carers in finding solutions to housing needs of older people

6.2.10 Other issues

- ageing adults with drug and alcohol issues
- opportunities for active living
- falls prevention

CHAPTER 7: VIEWS ON OUTCOMES AND ACTIONS

Views were invited on whether the reports' outcomes and actions covered the right areas.

7.1 Question 11: Do the outcomes in the report cover the right areas, and are any other changes required?

Of those who addressed this question, the vast majority, including most of the local authority respondees agreed that the outcomes in the report covered broadly the right areas. One local authority commented the outcomes were "high-level" out of necessity, but would need local buy-in and effective joint working by stakeholders to deliver. Another argued that sustained and meaningful leadership along with alignment of strategic planning and resources were required to ensure the delivery of the outcomes. According to one respondent (LA), more emphasis needed to be placed on ensuring the report's strategic vision could be translated into effective delivery of services on the frontline.

Several respondents referred to their previous response to questions 9 and 10 rather than providing fresh commentary in relation to question 11.

A few respondents recommended changes in the outcomes:

- the emphasis on low-level support (Outcome 4) may be adequate only in "younger" old age with needs increasing with age (Prof Part)
- future housing need cannot be met through traditional funding models alone and the Scottish Government should have a role in developing new and innovative solutions to funding (NDPB)

7.2 Question 12: Do the suggested actions in the report cover the right areas, and are any other changes required?

There was general agreement across different respondent sectors that the actions in the report do cover the right areas. Some respondents suggested more emphasis on particular areas, whilst 5 referred to their response provided to a previous question. Others made new suggestions for changes and these are listed below:

- more cognisance to be taken in the actions of the potential low-level preventative support provided by family and friends (LA), GPs/health centres (RSL) and unemployed people (Ind)
- greater recognition to be given to locality and in particular rural issues (Prof Part), with more focus on local solutions based on local evidence (LA)
- actions focusing on the role, use and accessibility of assistive technology (3 LAs, Vol)
- more action relating to social interaction and stimulation (Vol)

- more attention to future funding issues, such as funding of service providers (RSL) and implications of changes to housing benefits in relation to the “add ons” not currently covered by Supporting People funds (Vol)
- more explicit action on comparisons of the cost of adaptations against the cost of social care (whether in the home or in institutions (Prof Part)
- engagement of citizens in the planning process using independent facilitators such a Planning Aid Scotland (Prof Rep)
- role of the private sector (2 LAs)
- consideration of the role of Common Housing Registers for social rented accommodation (Vol)
- Outcome 3: the reference to a “how to” guide on the role of sheltered housing should be expanded to cover other options/models e.g. co-housing (Vol)
- Outcome 4: include the showcasing of where older people have promoted social networks and community activities for themselves, and contribution of older people to their communities (Vol)
- Outcome 5: include accessible transport (Vol, LA); evidence on needs should incorporate older people’s views (Vol)

CHAPTER 8: VIEWS ON PRIORITIES FOR ACTION

Respondents were asked to consider all of the actions proposed and provide a view on the most important to take forward.

8.1 Question 13: Do you have any comments on the relative priorities and timings of the suggested actions?

Question 14: Which are the most important actions to take forward?

There was much overlap in responses to questions 13 and 14, and the responses were therefore combined for analysis.

A common theme was that decisions on priorities and their timing should be determined by well thought out strategy, developed by joint partnerships. Many local authority respondents called for updating the evidence base as a precursor to establishing a robust framework for strategy development. Where respondents identified specific actions for prioritising, the proposal to develop a national strategy for older people's housing received the most support. One respondent commented:

"Timings should follow on from effective partnership working and should not be introduced before being well thought through."
(Viewpoint Housing Association)

Responses to the question varied between broad support for actions associated with one outcome, and more specific requests for particular actions to be prioritised. Based on respondents' views, the outcomes can be ranked in relative priority order from top priority to lower priority:

Outcome 1: Clear strategic leadership

Outcome 3: Investment in new housing provision meeting needs of older people

Outcome 2: Older people assisted to remain in existing stock

Outcome 4: Meeting needs for low-level, preventive support

Outcome 5: Infrastructure improved

Where specific actions, or groups of actions were highlighted for prioritising, those receiving most support can be ranked in order of mention:

1. Develop a national strategy for older people's housing (associated with Outcome 1)
2. Review standards set out in Housing for Varying Needs, followed by more fundamental consideration, along with other relevant standards and regulations (Outcome 3)
3. Group of actions relating to development of low-level, preventative support (Outcome 4)
4. Revise the Community Care Outcomes Framework to align housing, health and social care outcomes (Outcome 1)

5. Streamline the existing delivery and funding arrangements for housing adaptations in both the public and private sectors (Outcome 2)

8.2 Question 15: Can you provide any examples of good practice in older people's housing and support which might be used for those suggested actions involving good practice illustrations?

A wide variety of examples were provided and these have been collated in Annex 2.

ANNEX 1: LIST OF RESPONDENTS TO THE CONSULTATION

Local Authorities

Aberdeen City Council
Aberdeenshire Council
Angus Council
East Ayrshire Council
East Lothian Council
East Renfrewshire Council
Falkirk Council
Glasgow City Council
Highland Council
Moray Council
North Lanarkshire Council
Orkney Islands Council
Perth and Kinross Council
Renfrewshire Council
Shetland Isles Council
Stirling Council (response too late to be included in the analysis)
South Ayrshire Council
South Lanarkshire Council

Voluntary Organisations/charities

Aberdeen City Sheltered Housing Forum members
Age Scotland
Alzheimer Scotland
Angus Care and Repair
Celebrate Age Network Forum
Dunmail Manor Residents' Association
Home Group
Planning Aid for Scotland
Royal National Institute for the Deaf
Royal Society for the Prevention of Accidents
Scottish Council for Single Homeless
Shelter Scotland
Vivarium Trust

Registered Social Landlords

Bield, Hanover (Scotland) & Trust Housing Associations
Bridgewater Housing Association
Castle Rock Edinvar HA & Places for People
Key Housing Association
Linstone Housing Association
Servite Housing Association
Shettleston Housing Association
Viewpoint Housing Association

Professional Representative Bodies

Edinburgh Association of University Women
Home Safety Scotland
Homes for Scotland
Scottish Federation of Housing Associations
The Built Environment Forum Scotland
The Chartered Institute of Housing Scotland

Professional Partnerships

Care and Repair Scotland
SBC/NHS Borders and SB Housing Network
Western Isles Older People's Planning Partnership

NDPBs

Care Commission
Consumer Focus Scotland

Private Sector

McCarthy and Stone Retirement Lifestyles Ltd
Peveral Scotland

Miscellaneous

Housing Support Enabling Unit
I'DGO Research Consortium
Strathclyde Fire & Rescue

Individuals (where anonymity not requested)

Chris Beech
J Davies
Elizabeth Henderson
MA Lister
Iain McDonald
WJ Menzies
Kelsey John Tainish
Andrew B Walker

ANNEX 2: EXAMPLES OF GOOD PRACTICE IN OLDER PEOPLE'S HOUSING AND SUPPORT

	Examples of effective accommodation
Ind	Newton Park Court sheltered accommodation in South Ayrshire is an example of well planned unit with excellent liaison between warden, tenants and local tenants association, with support of social services.
Prof Rep	Church of Scotland has a mix of self contained flats in the same grounds as residential accommodation - gives support without a separate warden type system.
Vol	The Vivarium Trust (Scottish charity SC038745) was founded to promote awareness of Co-Housing and to set up a pilot development in Scotland. We are currently preparing a business plan and seeking a site in Fife for what will be Scotland's first Co-housing development. Co-Housing offers a combination of 20-30 individual homes plus shared common facilities. Residents choose to live in a loose community which is managed jointly by all its members. The community principle minimises the risk of isolation and the involvement in regular 'business' and social activities helps to prolong good physical and mental health. Members are all resident in their own individual homes and any outside services which may be required are delivered to these homes in exactly the same way as if individuals were living in traditional housing – though experience in Denmark for example suggests strongly that the need for social care or health support is greatly reduced in Co-Housing communities.
	Incentive schemes
LA	Highland Council developing incentive scheme which may offer finance and practical assistance to encourage tenants who are under-occupying housing to move to smaller house.
	Streamlining
LA	Highland Council has recently introduced self-assessment and fast tracking for adaptations. Clear policy and procedures have been produced to ensure that the wide range of front line staff, along with households themselves, have good information on the processes.
LA	A specialist Housing OT Service was established in East Lothian to deal with the provision of all Major Adaptations to council owned stock. This is a streamlined service with a single point of reference for all architects, contractors, ASC staff and service users and a Performance Management framework to monitor the budget expenditure and to confirm monthly response times and annual satisfaction levels are met. In 2009 / 2010, a satisfaction level of 98.125% was achieved. The original remit of post has led to an expertise in adaptations ensuring best value and best design to meet service users needs and for long term use of property, consistency in design and provision, advice regarding options for adaptations and re-housing (for ASC OT, Community Housing etc)
	Targeting housing for older people including those with special needs
LA	Highland Council, with its housing association partners, is nearing completion of a four year target to provide 600 new affordable houses suitable for older and disabled people. This new provision has been

	important in increasing the number of social rented bungalows and ground floor flats that are available in the general housing stock to meet people's needs as they change.
LA	Highland-wide Local Development Proposed Plan aims to ensure adequate new housing supply suitable for an ageing population. The Council's proposed planning policy is that: "Where a need is identified, the area local development plan will seek to allocate a suitably located site(s) close to amenities and services for accommodation appropriate for an ageing population. The Council intends to produce future Supplementary Guidance on this issue which will consider more specific targets and delivery mechanisms."
Prof Rep	Aberdeen City Council has converted part of one its low demand multi-storey sheltered housing developments as a "step down" rehab service for those patients who might otherwise ended up "bed blocking" whilst awaiting a suitably designed and adapted home where this is likely not to have been readily available for the individual. This was in partnership with Health Care colleagues in Social Work and NHS.
Vol	Eight specifically designed single storey self-contained flats provide housing support and care for older people with dementia in Springboig, Glasgow. Commissioned by Glasgow City Council Social Work Department and managed by Cube Housing Association; Alzheimer Scotland provides personalised housing support, personal care and social support through a dedicated team from an onsite staff base. The overall aim of the development is to extend the range and choice of options available to older people with dementia who require support and care on a 24 hour basis. This means that people who require assistance at unusual times of the day and especially at night can be supported in a tenanted property.
Prof Rep	Aberdeen City Council introduced an Extra Care Housing Service for all its existing Council owned Sheltered and Very Sheltered Housing developments and is due to consult Tenants on the effectiveness of the provision of this service.
LA	Recent new development of "extra-care housing" at Coronation Court in Peterculter. Allocations were carried out by a panel, with consideration given to "balanced communities".
LA	In the development of Moray Council new build programme, consideration is being given to grouping older people's bungalows in a discreet location within housing developments.
LA	East Renfrewshire Council's allocation policy has restricted the allocation of bungalows and sheltered accommodation to those residents over 60 years old.
LA	The review and redesign of sheltered housing in East Ayrshire has seen service provision become better aligned to the needs of older people, moving away from the previous 'one service fits all' model.
	Provision of different levels of support/adaptations
Vol	Home Prime is the older persons section of Home Group Limited and provides various levels of support to older people across a range of services including extra care, sheltered housing and floating support on a national basis. We have worked successfully with a number of local authorities to remodel traditional sheltered services to provide low-level

	preventative support to local communities who are now able to access services delivered within the scheme as well as supporting older people within their own homes.
RSL	Care and Repair
LA	The Council would propose the East Ayrshire Care and Repair Service which is managed by a local registered social landlord, Shire Housing Association, as an example of good practice in supporting older people to remain within their own homes.
RSL	Servite Home Help Service
NDPB	Mearns and Coastal Healthy Living Network (MCHLN) MCHLN aims to improve the health of older people by providing services that those older people say are important. These preventative measures can increase their independence, and improve their capacity to take part in their communities. MCHLN offers: <ul style="list-style-type: none"> • services to individuals: help with shopping, a transport service and a handyman service • social groups: lunch clubs, gentle exercise groups, computer classes, reminiscence groups and a group for people with dementia • capacity building: volunteering and training opportunities and involvement in the running of organisations.
NDPB	Community First (Moray) This service works to support older, disabled and otherwise vulnerable people in Moray to help them maintain their independence in their own homes. Its key vehicle is 'The Handyman Service (Moray)', which undertakes small DIY jobs around the home, delivered free of charge by a team of volunteers. This service has extremely modest core costs and delivers a high social return on investment, as evidenced by its 2009 SROI report. The organisation also supports its clients by providing them with relevant and interesting information delivered in a range of formats to give accessibility.
NDPB	The Food Train A registered charity based in Dumfries and Galloway, providing food access support, social contact and home support to older people. Customers have their shopping list collected by the volunteers on a nominated day each week; the orders are then made up in store fresh for delivery on another nominated day each week. Customers using the shopping support service can also access Food Train 'EXTRA'. The initial visit comprises of a home safety check with referral to Fire & Rescue and Handyman services locally, if needs are identified, followed by a general check of what help is needed around the house. Customers then receive a regular monthly visit for 1-2 hours; volunteers will help around the house e.g. inside window cleaning, defrosting the freezer, changing light bulbs, cleaning cupboards etc.
RSL	Shettleston Housing Association funds a Housing Support Club for 15 vulnerable tenants.
LA	South Lanarkshire Council has been carrying out a major improvement programme to upgrade kitchens and bathrooms over the last five years and has now improved over 20,000 homes. As part of a proactive approach, the council employed O/T staff to work along with the programme to assess need and provide flexible long term solutions to the overall specification, e.g. lever taps in the standard design specification and assess the

	individual needs of tenants where it was identified they needed specific solutions when their homes were being upgraded.
LA	Also, the Council has recently reduced the costs payable, and improved the quality of service provided, to Housing Association amenity tenants by switching from Hanover Telecare provision to the Council's own community alarm service. The economies of scale afforded to the larger, council operated service have been responsible for securing these improvements, and provides a good example of the benefit of local responses, involving locally operating organisations providing service for local people.
	Partnership working/alignment of budget/strategy
Misc	Between Strathclyde Fire and Rescue and Glasgow Housing Association
LA	Integrated Services South Ayrshire Council has developed a Housing and Community Care Team. The development of this team is in its early stages but already there have been improvements in joint working between these two services. The Council is working towards the introduction of shared staff at accessible locations to provide a one stop shop approach for customers.
LA	From the Angus perspective we have taken a proactive decision to align the use of our Private Sector Resources to the enablement model and developed a single assessment Matrix for all clients regardless of tenure. We believe this one door approach makes for a more open and transparent method of determining need, priority and thereafter tracking resources to outcomes.
	Information provision
Vol	Dundee Voluntary Action in partnership with Celebrate Age Network Forum is developing a contact strategy to signpost older people to services. Volunteers are currently being trained to visit older people in their houses and make referrals to services as appropriate. Also developing information networks with older people's groups, community groups and churches to let people know about services and to involve them in the planning of new services.
RSL	Castle Rock Edinvar Financial Inclusion service offers support for the first six months of a tenancy and can assist with accessing social care packages, adaptations, money and debt advice, specialist fuel advice and benefits assistance. Our home visiting service provides preventative support which alleviates many of the problems surrounding housing for older people in the social rented sector. We started our "homecheck" visits this year where we visit all our customers in their homes on a three year cycle. This allows us to update the information we hold about our customers, including their present needs and future housing aspirations. This helps us to identify older customers who may require our support and assistance to continue to live independently.
LA	Falkirk Council has a specialist housing team that assesses the needs of older people applying for Housing with Care. Applicants are visited and their housing and care needs thoroughly assessed. It is intended to develop this service to provide applicants with full information about the potential range of housing options that are available as part of wider work to develop the housing options approach in Falkirk.
LA	East Renfrewshire Council have published a leaflet entitled: 'Benefits for Older People 2010-2011'. This leaflet sets out services, financial information and useful contacts.

LA	The Private Sector Housing Officer at East Renfrewshire Council offers house visits to provide advice and information to older persons and disabled residents.
	Consultation
Prof Rep	Aberdeen City Council has introduced an older person's forum which deals specifically with housing options for older people.
Vol	Co-production is model of best practice which is about delivering services through dialogue, engagement and partnership between service providers and users. It has been noted that such models can lead to a broad range of positive outcomes, from improved services for customers who, in turn feel empowered from being considered as active partners, to the delivery of better value for money. Examples of this include the recent Abbeyfield housing development on the Black Isle, in which residents were an integral part of the design process.
LA	East Renfrewshire Council have a tenants and residents association for its sheltered housing residents, known as 'SHER'. This allows residents to consult with the council on various issues particular to them.

ANNEX 3: VIEWS ON THE DRAFT EQUALITY IMPACT ASSESSMENT

Question A.1: What else do we need to know about older people to help us to understand their diverse needs and experiences in relation to housing and communities and where can we get this information?

What else do we need to know?

Views focused largely on 3 key topics:

- older people's aspirations, needs and preferences (e.g. "*far more needs to be learned about older people's values, preferences and priorities*" (Vivarium Trust))
- prevalence data (e.g. on demographic data; current tenure, type, conditions, presence of adaptations; locally-based data on under-occupancy rates across different tenures)
- special circumstances (better understanding of impact of dementia on person's ability to live independently; needs of older people from minority ethnic communities; needs of older people with learning disabilities; needs of older people with mental health problems)

Other topics mentioned were:

- information on people living in private retirement housing schemes and other non-public sector accommodation
- views on the importance of outdoor space, e.g. gardens (research funded by EPSRC taking place at Warwick University was mentioned in this regard)

Where can we get this information?

Suggestions focused largely on 2 mechanisms for information gathering:

- consultation with older people (including different sectors such as people with disability, from minority ethnic communities, within LGBT communities)
- research (e.g. local surveys of older people; focus groups; questionnaires to tenants and residents issued by the Scottish Government and RSLs working together; quantitative and qualitative comparative research studies to identify the extent to which older people's attitudes are shared across other populations of older people) (Information accessible through IDEA in England and Wales in relation to the Ageing Well Learning Community was highlighted as potentially useful.)

Other suggestions mentioned were:

- via local housing need and demand assessments
- via Social Work Departments including commissioning teams and Community Care
- from good practice outwith the UK

Question A.2: Do you think the suggested actions will have a disproportionately negative impact on particular groups of people in our target audience?

Only 4 respondents identified scenarios which they considered may have a disproportionately negative impact on particular groups:

- internet-based resources may not be accessible to people on low incomes, people with disabilities
- existing home owners may feel that they need to use their assets to pay for their future accommodation, care and support
- people with dementia may not be able to engage in surveys and other forms of consultation
- people with multiple needs such as mental health and alcohol abuse already suffer from lack of provision of housing support

One respondent called for the needs of rural communities to be given special consideration in future actions. Another urged that information is made accessible to minority groups.

Question A.3: If these proposals will have a negative impact on a particular group, why is this?

A few respondents referred to their response to question A:2. Three respondents contested that the proposals may have a negative impact on younger people due to the focus on finance and services for older people. One respondent argued that there should be more mainstreaming of the needs of equality groups so that for example, information is produced routinely in different formats.

Question A.4: What positive impacts do you think the suggested actions will have on particular groups of people?

Four voluntary organisations commented that all of the suggested actions were likely to impact positively on older people. Others highlighted specific positive impacts which they considered likely:

- needs of a diverse range of people addressed
- access to targeted information and advice
- better, informed choice

Some respondents identified particular groups of people whom they thought would benefit from the actions (in addition to older people in general):

- older people with disability
- younger people who will have their future needs addressed and may have greater opportunities for volunteering and training
- older people with special needs such as learning disabilities or addictions as their needs will be researched and considered under Outcome 5

Question A.5: What changes to these proposals would you suggest to reduce any negative or enhance any positive impact you have identified?

The few suggestions made were:

- engage more with older people (including equality groups) to involve them in shaping policy
- deliver on the proposals
- address falls prevention
- create new housing options
- target value for money services
- fund equitably across target groups
- provide a clear, strategic vision
- consider care and cluster and outreach models to mitigate the negative impact for people restricted by location, accessibility and transport

ISSN 0950 2254

ISBN 978 0 7559 9838 8

web only publication

www.scotland.gov.uk/socialresearch

APS Group Scotland
DPPAS11033 (11/10)



ISBN: 978-0-7559-9838-8

