

**RESHAPING CARE FOR OLDER PEOPLE**  
**WIDER PLANNING FOR AN AGEING POPULATION**

**FINAL REPORT TO THE MINISTERIAL STRATEGIC GROUP  
ON HEALTH AND COMMUNITY CARE**

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## Introduction

1. This report presents the **final proposals** of the housing and communities workstream, known as *Wider Planning for an Ageing Population*, of the Reshaping Care for Older People programme. It provides details of the approach taken to the workstream, the issues and draft outcomes discussed and the suggested actions. It represents the output of a short and concentrated period of work.
2. This workstream has two key aims:
  - To understand the key needs and wants of older people, with respect to the housing and environmental circumstances that would optimise their independence and quality of life; and
  - To propose short, medium and long term actions at national and local level that will positively impact on meeting agreed needs and wants.

The full remit of the workstream is attached at Annex A.

3. The workstream builds on the achievements of the Review of Older People's Housing (ROOPH) which took place between 2005 and 2008. This Review considered a number of issues relating to older people's housing, particularly the role of sheltered housing in Scotland. The Wider Planning workstream takes forward this work and extends it to all sectors of housing and related support.

## Approach

4. Following initial work within the Scottish Government, three pieces of research were commissioned to inform the workstream. These were:
  - A survey of stakeholders in the housing, health and social care sectors;
  - A literature review, undertaken by Karen Croucher of the Centre for Housing Policy at the University of York; and
  - Four focus groups of older people, undertaken by Age Concern and Help the Aged in Scotland.
5. A Working Group was then established with stakeholders from housing organisations, both public and private sector, and Age Concern and Help the Aged in Scotland. Further details of the membership of the Group are provided at Annex B.
6. The Working Group was briefed to consider radical and innovative ideas which could inform strategy for older people's housing over the next twenty years, while recognising the likelihood of a more difficult financial environment in future years. In that context, it was important to consider all ideas, particularly new approaches, but also to look at how value could be added to current expenditure.

7. The Group met four times between September 2009 and February 2010. At its first three meetings up to November 2009, it explored the outcomes to be achieved, areas where change is needed and then options for action in the short, medium and longer term to achieve that change. These were assessed in an options appraisal exercise, and a set of suggested actions was drawn up. In the short time available, it was not possible to provide fully worked up proposals, and most of the suggested actions require further consideration and development before they could be implemented. An initial report of the workstream was completed in November 2009.

8. Following a period of reflection and further consideration, the Working Group met again in February 2010. At that meeting, it concluded its final report on the workstream and discussed plans for wider engagement. The final report includes additional material from the evidence base in the Context section on P.4, but the suggested actions have not changed. We are conscious that wider discussion may highlight further opportunities for action, but believe the proposals in this report provide a helpful starting point.

## Context – Challenges and Issues

9. As noted in paragraph 4, three pieces of research (stakeholder survey, literature review and focus groups of older people) were commissioned to support the working group. This section draws on the findings of this and other research to set out the key challenges and issues that need to be addressed.

### *Demographics*

10. In common with other European countries, Scotland's population has been ageing as a result of higher life expectancy and lower fertility rates. In October 2009, the General Register Office for Scotland published new 25 year population projections<sup>1</sup>. These show that the population of Scotland is likely to increase by 7% by 2033, and that there will be a greater proportion of older people. The number of people aged 75 and over is now projected to increase by 23% between 2008 and 2018, and by 84% between 2008 and 2033. In the same 25 year period, the number of people aged 60 – 74 is projected to increase by 33%. These increases reflect the ageing of people born during the post-World War Two baby boom and the effect of improved mortality rates. Chart 1 shows the projected population increases in older age groups of the population, and Chart 2 shows the projected increases for the 75+ age group by local authority. The latter shows that the projected increases vary across local authorities, with larger increases generally expected in more rural areas.

300.0



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<sup>1</sup> 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>), October 2009

160.0



11. A decline in population is forecast for all other age groups. In 2008, 23% of the population was aged 60 and over. By 2033, this is likely to have increased to 32%. This has implications for the dependency ratio – the ratio of under 16s and those over pensionable age to those of working age – which give an indication of the number of people likely to be dependent on others for day to day financial and other support to the number of people who can provide that support. The dependency ratio was 60 per 100 in 2008 and is likely to be stable until 2018, after which it is forecast to increase to 68 by 2033. The slow initial rise is due to planned increases in the state pension age. Without these, the dependency ratio would reach 82 per 100 by 2033.

12. The breakdown of dependents is also likely to change substantially. In 2008, the breakdown of the 60 dependents was 28 children and 31 people of pensionable age, while by 2033, the distribution is forecast to change significantly, so that the 68 dependents are made up of 27 children and 40 people of pensionable age. The combination of growth in the older population with reductions in the younger and working age population means that current housing and support arrangements for older people are not sustainable, both in financial terms and in relation to the number of people required to provide support. We need, therefore, to find new ways to support older people that are compatible with the consequences of an ageing population.

### ***Higher levels of health, care and support needs***

13. The growth in numbers of older people, and particularly those over 75 years, will be accompanied by higher levels of dementia, restricted mobility and sensory impairments. Currently, 50% of men and 54% of women aged 75 and over have limiting long-term conditions. For those aged 65 – 74, 43% of men and 44% of

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women have such conditions<sup>2</sup>. In 2007-08, 21% of people of pensionable age were living in relative poverty<sup>3</sup>. Increasing numbers of older people with long term conditions and living in relative poverty will have implications for housing design and housing related services, which alter or maintain housing occupied by older people, and risks including fuel poverty and property disrepair.

### ***Policy priorities***

14. The Scottish Government's key policy priority is to support people to remain at home for as long as possible, rather than in care homes or hospital settings. This is reflected in the national indicator to increase the percentage of people aged 65 and over with high levels of care needs who are cared for at home<sup>4</sup>. To achieve this 'shift in the balance of care', there has been a focus on service improvement and increasing flexibility through joint working between health, housing and social care, using levers such as free personal care, equipment and adaptations and housing support.

15. The Scottish Government is committed to the development of new housing which is flexible and readily adaptable to meet people's needs, as they get older. All new homes built in Scotland offer improved access and better enable future adaptation. The Housing (Scotland) Act 2001 placed a statutory requirement on local authorities to produce Local Housing Strategies, supported by assessments of need and demand. The strategies set the direction for investment in housing and related services, including housing support, and should contribute to 'shifting the balance of care' from hospital to community-based support. However, the evidence suggests a greater understanding is needed of the information planners and providers require for service planning and development, including what types of and how much housing will be required for different profiles of needs in particular areas. In addition, the housing and related needs of certain groups of older people, such as those with dementia or from minority ethnic groups, are not well understood.

### ***Future funding***

16. The financial landscape is changing significantly. After a period of sustained growth, the Scottish budget faces its first real terms cut since devolution, with a real terms reduction of 0.9% in 2010-11<sup>5</sup>. With forecast reductions in public expenditure in the next Spending Review and beyond, both central and local government will face difficult decisions in the allocation of available funding in the coming years. It is also likely to be more difficult for local authorities and other providers to maintain traditional methods and levels of service provision, and increases the importance of finding new ways of delivering services and making the best use of available resources.

<sup>2</sup> The Scottish Health Survey 2008 (<http://www.scotland.gov.uk/Publications/2009/09/28102003/11>)

<sup>3</sup> Poverty and Income Inequality in Scotland 2007-08  
(<http://www.scotland.gov.uk/Publications/2009/05/povertyfigures0708>)

<sup>4</sup> <http://www.scotland.gov.uk/About/scotPerforms/indicators/CareAtHome>

<sup>5</sup> Scottish Budget: Draft Budget 2010-11, September 2009  
(<http://www.scotland.gov.uk/Publications/2009/09/17093831/15>)

17. The challenges of demographic change and reductions in public expenditure also raise questions about expectations relating to the balance between what the state and individual should provide to support future generations of older people. These include how much of a financial contribution older people should be expected to make to adapt or improve their homes, such as by accessing equity in their property. In 2006-08, 65% of households in Scotland owned property, with a median net property wealth of £100,000<sup>6</sup>. This indicates a significant level of resources which could help people to ensure their homes are well maintained and adapted as they grow older, so they remain suited to their needs.

18. The UK Government's Green Paper, *Shaping the Future of Care Together*<sup>7</sup>, considers what the longer term division between the state and the individual contributions should be towards care and support needs in later life. There were some 47,000 responses to this consultation, and a White Paper is expected later in 2010. Where decisions flowing out of this consultation impact on the UK tax and benefit systems, there will be implications for Scotland.

### **Changing expectations of housing**

19. Demand and aspirations have changed and will continue to do so over time, as a result of both general shifts in attitudes and policy changes. For example, indications are that people now in their fifties have very different expectations from the current generation of people over 75. Despite the economic downturn current trends in housing tenure suggest that more people will enter older age as home owners. Between 1981 and 2004, owner occupation increased from 36% to 66%, while social renting decreased from 54% to 26%<sup>8</sup>. It is likely that most of these people (though not all) will wish to remain as owners. The stakeholder survey suggested that, to date, insufficient attention has been paid to the role of the private sector in meeting the housing needs of older people.

20. Housing is particularly important to older people who are likely to spend more time at home than those of working age and to have impairments which reduce their mobility. In general terms, older people are looking for independence, respect, safety, financial security and to be involved and consulted. In respect of housing, the research shows the following to be important:

- Well designed housing that meets the needs of all age groups, i.e. adaptable 'homes for life';
- Space, including storage and room to accommodate visiting family or carers;
- User friendly design, which is low maintenance, safe and affordable to heat. A downstairs WC and bathroom with shower and bath are particularly important.
- Access to manageable green, private space and a safe neighbourhood, with access to transport connections and amenities;

<sup>6</sup> Wealth in Great Britain: Main results 2006-08, Office of National Statistics  
(<http://www.statistics.gov.uk/StatBase/Product.asp?vlnk=15074>)

<sup>7</sup> Shaping the Future of Care Together, July 2009  
([http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH\\_102338](http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_102338))

<sup>8</sup> Headline Results from the 2007 Scottish Household Survey  
(<http://www.scotland.gov.uk/Publications/2008/06/09080131/0>)

- Support to maintain housing, such as reliable repairs and adaptations services; and
- Involvement in design standards, planning and testing of equipment.

### ***Support to stay at home***

21. Many older people express a preference to stay in their existing homes, rather than downsize or move to specialist housing, using adaptations as their needs change. They want to maintain social networks and are concerned that specialist housing is really only suitable for those with high levels of care needs. For those who do move, the decision is often linked to poor health, but most only move when they have to do so.

22. The Scottish Government supports a wide range of services to enable people to remain in their own homes as they become older and their mobility reduces. The stakeholder survey asked about the quality and capacity of different services. Respondents identified gardening services as having the biggest problems, but saw adaptations, handyperson services and housing support as the highest priorities for improvement. There were more issues with services in the private sector than the social rented sector, with information and advice a particular problem in the former.

23. There is evidence that well-designed adaptations which take account of individual preferences can provide long term benefits and preventative effects. However, there are also failures, usually due to weaknesses in specification and poor design which consumes space and medicalises the home environment. Other problems can arise with delays in installation, by which time assessments may be out of date. The stakeholder survey identified complexities caused by the different funding streams and processes used by different sectors and waiting times caused by a lack of funding and timescales for assessments. Unnecessarily high specifications can also be a barrier to delivery, making costs prohibitive.

24. The new Scheme of Assistance introduced by local authorities in 2009-10 provides information and advice on adaptations and improvements and, in some cases, loans or grants. However, grants are only available in limited circumstances. With the more difficult financial situation ahead, there is likely to be a greater emphasis on charging than in the past.

25. Telecare can contribute to independence, allowing people to remain at home and also mitigate the effects of increasing needs and a diminishing workforce. The evidence now strongly supports the cost-effectiveness of telecare and its positive effects on care and quality of life for those receiving and giving care. Independent evaluation of the Scottish Government's Telecare Development Programme (TDP) found that 93.3% of questionnaire respondents felt safer as a result of the installation of telecare in their homes, and 74.5% of informal carers felt that pressure on them had been reduced<sup>9</sup>. Evaluation has also found that

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<sup>9</sup> Evaluation of the Telecare Development Programme (York Health Economics Consortium), January 2009 (<http://www.jitscotland.org.uk/action-areas/telecare-in-scotland/telecare-publications/>)

between 2006 and March 2009, £7.4 million of TDP expenditure resulted in £23.2 million of (gross) efficiency benefits<sup>10</sup>.

### ***Moving home***

26. The main triggers for older people moving home are bereavement, health problems and social isolation. The decision to move is often very difficult with considerable emotional upheaval, as it may involve giving up the family home, moving to an unfamiliar area or downsizing and having to decide which possessions to keep. With support and advice, some older people will choose, and be able, to stay put, but in some cases, it is questionable whether the intention to remain at home is based on choice or a lack of knowledge of the alternatives. For others, a move to more appropriate housing, which is easier to heat or maintain, or is close to carers or to necessary services, may be most appropriate. Assistance may be required with packing, alterations to the new property and costs. These moves will mostly be to existing, rather than purpose built new housing. The main issues for those who have decided to move, identified by the stakeholder survey, are cost, competition for and lack of suitable properties and lack of information and advice.

27. The majority of home moves will be to existing housing, and new housing will form only a small part of future provision, partly by the nature of its availability. This has implications for demand for adaptations; accessible housing; and support in the process of moving. More older people are likely to be home owners in future, but with increasing age, will require assistance to sustain these housing arrangements, as they develop higher levels of needs, and may at the same time have reduced disposable income. Some may wish to change tenure, including taking on shared equity to maintain an ownership stake, without some of the responsibilities of home ownership.

28. Although new build homes will form only a small part of future housing stock, it is important to ensure that what is built meets the needs of an ageing population. This applies across all tenures and increases the importance of greater engagement with the private sector on the types of homes being built in the coming years.

### ***Specialist housing***

29. Although the majority of older people live in mainstream housing, some 6% currently live in sheltered housing of some form. While some people find the idea of living in age-segregated housing uncomfortable, it offers others a positive choice of independence with security. However, given the increasing focus on supporting people in their own homes, there is an ambiguity about its role. Part of the issue arises from the age and quality of some sheltered housing stock, which no longer meets accessibility requirements, is poorly located and has poor space standards. Providers also identify problems in securing the right sites and match funding for the development of specialist housing. However, remodelling and upgrading could make some of this stock meet current standards and

<sup>10</sup> Monitoring Telecare Progress (Newhaven Research), May 2009  
(<http://www.jitscotland.org.uk/action-areas/telecare-in-scotland/telecare-publications/>)

expectations, and it is important that assessments of need for Local Housing Strategies take account of this potential provision.

30. It has become increasingly difficult to maintain the traditional model of warden services, with overnight cover, in sheltered housing for a number of reasons, most prominently the requirements of the EU Working Time Directive and availability of funding for housing support. At the same time, with increasing numbers of older people with high levels of needs living in the wider community, providers have been looking at ways to ensure they can provide services to those who most need them. Many providers are implementing alternative models, such as floating support and hub and spoke models. In some cases, where consultation has been inadequate, the consequent reduction or removal of warden services has been deeply unpopular with many residents and their families. Having said this, some residents have low levels of need and resent paying for services they do not require, suggesting greater care is sometimes required in the allocation of sheltered housing.

31. During the last ten years, new models combining independent housing with high levels of care have been developed, offering an alternative to residential care homes. The growing evidence base indicates that this form of housing generally represents a positive choice for older people, but there is a lack of evidence on effectiveness in some key areas. Tensions between promoting independence and meeting the needs of very frail older people arise, particularly for people with dementia. There are also questions about the costs and affordability of such models, including issues with ensuring ongoing revenue funding for the required support services, and evidence on the effectiveness of different housing models and services to support older people in Scotland is limited.

32. Private retirement housing has increased in popularity in Scotland in recent years, but its provision is patchy and concentrated in urban areas and those with high property prices. Issues with the location of private retirement housing and extra care housing often relate to a lack of provision and highlight the need for greater involvement of the private sector in the provision of housing for older people.

### ***What needs to be improved***

33. There is considerable evidence about where current arrangements do not work well for older people, but less understanding of why they do not work or break down. However, what we know suggests that:

- Older people need better information on their housing options and also assistance on the implications of that information for them;
- Lessons from good practice services are not always sufficiently shared and mainstreamed;
- Frontline services too often appear fragmented and un-coordinated to older people;

- Housing needs of older people are not generally a high priority in the housing sector, with Local Housing Strategies tending to focus on other needs and issues;
- Some services which are generally agreed to have a key role in helping older people to maintain independent living, such as adaptations and small repairs services, are not as well-resourced or effective as might be expected;
- In some cases, repair and upgrading of sheltered housing are hampered by uncertainty over its future role and split responsibility for funding for support services;
- Development of new extra care housing is hampered by debate about its role, value for money and funding for revenue costs of ongoing services;
- There is no shared view about the level and appropriate role of public assistance for older home owners and for private landlords with older tenants;
- Working relations between housing health and social care colleagues at all levels are variable, with engagement depending on individual, rather than corporate or national policy priorities; and
- Strategic planning in the housing sector is not sufficiently connected with planning by health and social care, so respective needs, priorities and budgets are not aligned.

## Draft outcomes

34. Having considered the issues relating to older people's housing, the Working Group focused on the outcomes that it considers should be achieved. This helped to ensure that it was clear on the changes that need to be achieved and what success will look like.

35. Five main draft outcomes were identified, and within these more specific outcomes, setting out the components for meeting the wider outcome. These are shown in Table 1 below. The final column shows the items of the remit (Annex A) to which each of the outcomes and specific outcomes relate.

Table 1: Outcomes and specific outcomes

No.	Outcome/specific outcome	Remit no.
<b>Outcome 1</b>	<b>Clear strategic leadership is in place at national and local level about the housing outcomes to be delivered for older people.</b>	<b>All</b>
Specific outcome 1.1	Housing, health and social care outcomes for older people are aligned at national level and increase the priority given to housing and support issues, with the housing sector being a full and active partner in the policy priorities.	All
Specific outcome 1.2	Housing, health and social care outcomes for older people are aligned at local level, with the housing sector being a full and active partner in the policy priorities and delivery of local partnership outcomes.	All
<b>Outcome 2</b>	<b>Older people are better assisted to remain in, and make best use of, existing housing stock.</b>	<b>4, 5 and 8</b>
Specific outcome 2.1	Changes to the physical attributes of housing to make it suitable for older people are undertaken effectively.	5
Specific outcome 2.2	Those older people who need/want to move are assisted effectively.	5
Specific outcome 2.3	Older people are better assisted to remain in, and make best use of, existing specialist housing stock.	4
Specific outcome 2.4	Older people with resources they wish to invest in their housing are assisted to do so.	5 and 8
<b>Outcome 3</b>	<b>Investment in new housing provision across the sectors meets future needs of older people.</b>	<b>3 and 4</b>
Specific outcome 3.1	New house building meets needs of future generations of older people.	3
Specific outcome 3.2	Cross sector agreement in place about the role and funding of specialised forms of housing for older people in the social rented sector.	3 and 4
Specific	Private sector involvement in provision of housing with	3 and 4

outcome 3.3	care is achieved.	
<b>Outcome 4</b>	<b>The needs of older people for low level, preventative support are met.</b>	<b>6 and 7</b>
Specific outcome 4.1	The needs of older people for support and social interaction are met.	6 and 7
Specific outcome 4.2	The needs of older people for practical, handyperson type assistance are met.	6 and 7
<b>Outcome 5</b>	<b>The infrastructure to support these outcomes is improved.</b>	<b>All</b>
Specific outcome 5.1	Older people get quality information and assistance in making decisions about their future housing and support.	All
Specific outcome 5.2	Local housing needs assessments effectively identify the housing needs of older people.	All
Specific outcome 5.3	Local needs assessments effectively identify the support needs of older people.	All
Specific outcome 5.4	Housing and support needs of older people with complex needs such as those with dementia, learning disabilities and addiction issues, and older people from different equality groups are met.	All

### ***Outcome 1: Clear strategic leadership***

36. This is 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. One of the main priorities identified by the stakeholder survey was for improved strategic leadership from the Scottish Government and local partnerships, setting out a clear vision for housing and support for older people and a framework for ensuring delivery. In its broadest sense, this outcome is relevant across all the workstreams of the Reshaping Care for Older People programme.

### ***Outcome 2: Making better use of existing housing stock***

37. Most older people (nearly 90%) live in ordinary housing, and given current rates of house building, this is unlikely to change significantly. This outcome, therefore, 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.

***Outcome 3: New housing provision***

38. Although new building in both the private and public sectors will only meet the needs of a small proportion of older people, it is important the housing that is built makes the best contribution possible. There is, therefore, a need for clarity about the contribution that different types of housing can make, and the wider factors such as location, local amenities and transport services.

***Outcome 4: Low level support***

39. This 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 in terms of 'spend to save'.

40. There are some potential overlaps between this outcome and issues under consideration by the Care at Home workstream, but it is important to capture the housing perspective to feed into wider discussions.

***Outcome 5: Infrastructure***

41. This includes issues which are relevant to all the previous outcomes. These include significant improvement 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.

## Suggested actions

42. Following identification of the outcomes and specific outcomes, the Working Group discussed the issues involved and a range of options that might achieve the outcomes. These are summarised in tables at Annex C. The tables also show the development from outcomes and issues to options for action, and how the options map to the suggested actions in Table 2 below.

43. An options appraisal was undertaken to assess all the possible options for action shown in Annex C. This assessed the options against five criteria:

- Strategic fit with wider Scottish Government policies;
- Impact (on individuals and in terms of numbers of people affected);
- Acceptability to stakeholders;
- Resourcing requirements; and
- Risk.

44. The Group then agreed a number of suggested actions, based on the results of the options appraisal. These incorporate all the agreed options into 27 suggested actions. These are listed below and grouped by theme. A series of logic model diagrams at Annex D shows how the suggested actions map to the draft outcomes.

45. For each suggested action, timings are given. Firstly, a timing is provided for the start of work of 'early', 'medium' or 'longer'. Secondly an estimate is provided of the length of time that implementation might take. At this stage, prior to consultation and further policy development, the timings are given as a rough guide only and are subject to change. The following is a rough guide to possible timings for work to start on each suggested action:

- Early – work to start in 2010;
- Medium – work to start in 2011; and
- Longer – work to start in 2012.

Table 2: Suggested actions

<b>Theme</b>	<b>No.</b>	<b>Suggested action</b>	<b>Timing</b>	<b>Lead</b>
Policy	1	Develop a national strategy for older people's housing, and ensure that other relevant strategies address older people's housing needs.	Early: 1 – 2 yrs	Scottish Govt
	2	Revise the Community Care Outcomes Framework to align housing, health and social care outcomes.	Early: 1 – 2 yrs	Scottish Govt
	3	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.	Early: 2 yrs	Scottish Govt

	4	Incorporate a measure of progress for older people's housing in the National Performance Framework.	Medium: 1 – 4 yrs	Scottish Govt
	5	Review and address barriers to older people 'topping up' public sector assistance, including through equity release, to invest in their housing.	Medium: 2 – 5 yrs	Scottish Govt
	6	Consider more fundamental change to the organisation and funding of services for alteration of existing housing stock, to establish more generic working and align budgets.	Early: 2 – 5 yrs	Scottish Govt
Evidence	7	Develop the evidence base on the cost-effectiveness of different models of housing with care (public and private sector) in comparison with care homes and care at home.	Early: 1 – 2 yrs	Scottish Govt
	8	Develop the evidence base on the cost-effectiveness of low level support services in enabling older people to live at home for longer.	Early: 1 – 2 yrs	Scottish Govt
	9	Undertake research to review the existing evidence of the housing needs of older people with dementia and the implications for provision.	Early: 1 – 2 yrs	Scottish Govt
	10	Undertake research to review existing evidence of the housing needs of different equality groups and people with learning disabilities and addiction issues, and the implications for provision.	Medium: 2 – 4 yrs	Scottish Govt
Standards	11	Review standards set out in Housing for Varying Needs, followed by more fundamental consideration, along with other relevant standards and regulations.	Early: 1 – 2 yrs	Scottish Govt
	12	Review and revise the standards used by national regulatory bodies to check the delivery of housing, health and social care outcomes.	Longer: 2 – 5 yrs	Scottish Govt
	13	Review the framework and standards to encourage social landlords to provide handyperson services as part of their landlord responsibilities.	Early: 2 – 5 yrs	Scottish Govt
Guidance	14	Put together a 'how to' guide on the role of sheltered housing in the social rented sector, covering definitions, re-modelling, housing with care, funding, support services, allocations and partnership	Early: 1 – 2 yrs	Scottish Govt

		working.		
	15	Integrate the assessment of housing support as part of the identification of care needs amongst the older population.	Early: 1 – 3 yrs	Scottish Govt/ COSLA
	16	Showcase examples of where housing organisations have used their role to promote social networks and community activities.	Medium: 1 – 2 yrs	Scottish Govt
	17	Work with volunteer local authorities to develop illustrations of housing and support needs assessments for older people to share across Scotland.	Medium: 1 – 2 yrs	Scottish Govt/ COSLA
	18	Develop a methodology and subsequent guidance/ practice materials to identify housing support needs.	Medium: 2 – 3 yrs	Scottish Govt
	19	Ensure local development plans give proper weight to older people's housing needs, as identified in Housing Need and Demand Assessments.	Longer: 3 – 4 yrs	Scottish Govt/ COSLA
Delivery	20	Investigate the feasibility of non-subsidised social enterprise business models to provide moving support, low level support and handyperson services, funded in part through charges to customers.	Early: 2 – 3 yrs	Scottish Govt
	21	Open discussion with private sector developers to define opportunities for improving the suitability of new house building for older people and for private housing with care developments.	Early: 2 – 3 yrs	Scottish Govt
	22	Streamline the existing delivery and funding arrangements for housing alterations in both the public and private sectors.	Early: 3 – 5 yrs	Scottish Govt/ COSLA
	23	Explore options for promoting Care and Repair, sharing good practice from Home Improvement Agencies in England.	Early: 2 – 3 yrs	Scottish Govt
	24	Investigate the role of local communities in providing support to older people in their communities.	Longer: 2 – 3 yrs	Scottish Govt/ COSLA
	25	Promote more detailed appraisal of older people's housing needs in Local Housing Strategies and Strategic Housing Investment Plans.	Medium: 2 – 3 yrs	Scottish Govt/ COSLA
Infra-structure	26	Promote a national helpline and online resource, providing information for older people across the range of issues, including moving home.	Early: 2 – 3 yrs	Scottish Govt
	27	Set up a national development project to	Medium:	Scottish

		support the development of local information and advice for older people on housing and support issues, including accreditation against the National Advice and Information Standards	3 – 5 yrs	Govt
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## Conclusion

46. This report presents a short and concentrated piece of work by the Working Group of the Wider Planning for an Ageing Population workstream. It seeks to put forward actions which could help to ensure that older people enjoy the range of housing options they need over the next twenty years, providing a choice of how and where they live. The options aim to cover different tenures and housing types, as well as different types of support services which can help older people to remain in their own homes.

47. The proposals in the report recognise the difficult financial environment ahead, while aiming to ensure the provision of high quality services for older people. Many of the suggested actions concern relatively inexpensive low level support of the kind that is most vulnerable when resources are under pressure. Funding these kinds of services for older people is an investment which can help prevent the need for more expensive and often traumatic interventions, such as a move to a care home or emergency admission, to hospital. They can also substantially improve quality of life for older people, by enabling them to remain in their communities for longer.

48. There has not been time to undertake development work on the proposals made in this report, and some will require a significant amount of work to take forward. However, progress on others can be made relatively quickly, and where no disagreement is envisaged, actions should be taken forward.

49. As we move forward into wider engagement on the proposals of the Wider Planning for an Ageing Population workstream and the Reshaping Care for Older People programme as a whole, we are keen to hear the views of stakeholders and others with an interest in these issues.

## WIDER PLANNING FOR AN AGEING POPULATION

### Remit

1. To engage with key interests (commissioners, providers, service users and their families and carers) to establish the significant needs and wants of older people and to assess gaps between current circumstances and desired circumstances;
2. To establish the 'blocks' currently inhibiting progress;
3. To identify practical measures to be taken to ensure new developments create homes and living environments that meet the needs of older people and consider opportunities to adapt and develop current housing and living environments;
4. To assess the range, quantity and tenures of specialist housing provision required to meet future needs at national and local levels;
5. To consider issues relating to access and transitions for older people to ease the ability to move to more suitable accommodation and thereby help to optimise the use of existing housing stock;
6. To consider and evaluate the range of housing and associated support services that are currently available across all tenures and recommend the configuration of services that will best meet future needs within the resources likely to be available;
7. To consider the scope for developing new support services, such as telehealthcare and housing/garden maintenance that will enable people to remain at home (linking across to the care at home workstream as necessary); and
8. To consider funding issues in respect of the total public sector resources likely to be available and the balance of funding between public and private sector, including the level of funding from individuals to support their own housing and housing support costs.

**ANNEX B****WIDER PLANNING FOR AN AGEING POPULATION WORKING GROUP****Membership**

Eni Bankole, COSLA  
Moir Bayne, Ownership Options  
Amanda Britain, JIT Associate  
Olga Clayton, ALACHO  
Margaret Davidson, Highland Council (COSLA Workstream champion)  
Nick Evans, Scottish Government  
Grant Hughes, Scottish Government  
Bob McDougall, Trust Housing Association  
Lindsay McGregor, COSLA  
Kerry Morgan, Scottish Government  
Helen Murdoch, Hanover (Scotland) Housing Association  
David Ogilvie, Scottish Federation of Housing Associations  
Stephen Sandham, Scottish Government (Chair)  
Helena Scott, Age Concern and Help the Aged in Scotland  
Sue Shone, Chartered Institute of Housing  
Shona Stephen, Scottish Government  
John Storey, Scottish Government  
Anne-Marie Thomson, Scottish Government  
Jim Thomson, Bield Housing Association  
Jackie Walder, Scottish Government (Minutes)  
Steve Wiseman, Homes for Scotland

## ANNEX C

## OUTCOMES, ISSUES AND OPTIONS TABLES

For each option, we considered whether the status quo was satisfactory, because problems were not so significant or current action was adequate, but in all cases, further action was judged necessary.

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

	Specific outcome	Issues	Options
1.1	Housing, health and social care outcomes for older people are aligned at national level and increase the priority given to housing and support issues, with the housing sector being a full and active partner in the policy priorities.	<p>Addressing the housing implications of an ageing population is not an identified priority for the housing sector. Current priorities for the housing sector have only indirect impact on older people, or benefit them only as part of a wider group (homeless older people etc).</p> <p>The implications of an ageing population for the housing sector are not well understood and are not always understood (e.g. what will the future need for adaptations be, and what are the housing implications of an increase in older people with dementia?).</p> <p>The 'business case' for investment in housing solutions (both mainstream and specialist and including building, alterations, other housing services, and support) in the sense of demonstrating that it helps to achieve health/social care outcomes for older people in shifting the balance of care, reducing</p>	<p>(a) Status quo. No change needed, either because problems issues not considered significant, or because existing action being taken is considered to be sufficient. <b>[Rejected]</b></p> <p>(b) Incorporate and require delivery through the National Performance Framework. <b>[Suggested action 4]</b></p> <p>(c) Define common outcomes and priorities for housing, health and social care sector and/or: set within a national strategy for older people; require all relevant Scottish Government strategies to address older people's housing; and</p>

	Specific outcome	Issues	Options
		<p>hospital admissions etc, has not been made. There is a tendency for the health and social care sectors at a strategic level to give greater recognition and value to, and seek housing involvement in, developing specialist housing solutions, rather than solutions in mainstream housing.</p> <p>Within the housing sector, there are tensions between delivery of some housing priorities and meeting the needs of older people (e.g. meeting affordable housing build targets which encourage maximising the number of units and lower costs per unit against building housing with care which requires higher levels of subsidy; in relation to homelessness and smaller housing in the social rented sector).</p>	<p>review and revise guidance to promote identified common outcomes and increase priorities to housing requirements of older people, such as through revisions to Local Housing Strategy guidance. <b>[Suggested action 1]</b></p> <p>(d) Review and revise the standards used by national regulatory bodies to check the extent to which this outcome being delivered (link to specific outcome 1.2). <b>[Suggested action 12]</b></p>
1.2	<p>Housing, health and social care outcomes for older people are aligned at local level, with the housing sector being a full and active partner in the policy priorities and delivery of local partnership outcomes.</p>	<p>There are specific examples of good working relationships and common priorities in relation to specific services, or specific projects, but this is not consistent across Scotland.</p> <p>Common outcomes tend to be based on individual motivation and commitment, and frontline relationships, rather than corporate commitment delivered across the partnership.</p> <p>Housing tends not to be an active partner locally in the development of local strategy and policy in health and social care for older people. Equally, Local Housing Strategies are acknowledged not to be</p>	<p>(a) Status quo. No change needed, either because problems issues not considered significant, or because existing action being taken is considered to be sufficient. <b>[Rejected]</b></p> <p>(b) Review and revise the standards used by national regulatory bodies to check the extent to which this outcome being delivered (link to specific outcome 1.1). <b>[Suggested action 12]</b></p>

	Specific outcome	Issues	Options
		<p>addressing effectively the housing needs of older people. Planning processes are not common or integrated between housing, health and social care and no or very few follow through into common investment frameworks.</p> <p>There is consistent evidence from service users and carers that services between the sectors lack coordination, appear to be fractured, and there is a lack of communication. Considerable effort has to be made by service users/carers in achieving a cohesive, integrated package.</p> <p>Frustrations among health and social care that housing is not engaged, particularly around a perceived lack of investment for sheltered and extra care housing.</p>	<p>(c) Focus on defining and developing the business case, including extending and disseminating the evidence base and providing good practice illustrations, to explain the reason for alignment at local level and specifically the contribution of housing and support. There are various different approaches which could be adopted here (written guidance, web-based materials, toolkits and learning networks). <b>[Suggested action 3]</b></p> <p>(d) Revise the Community Care Outcomes Framework to address this outcome and promote uptake to local housing, health and social care partnerships. <b>[Suggested action 2]</b></p> <p>(e) Establish a challenge fund to support and encourage developments on alignment at local level. <b>[Rejected]</b></p>
1.3	The private sector becomes a main partner in meeting the housing	Well over half of older people in Scotland are owners, and most would prefer to remain in that sector. Most of recent new building is in the private sector	<p>(a) Status quo. <b>[Rejected]</b></p> <p>(b) Develop a specific strategy on private</p>

	Specific outcome	Issues	Options
	<p>requirements of older people. <b><i>[Deleted as separate outcome – incorporated in 1.1 and 1.2]</i></b></p>	<p>and, hence, they have the greater potential to meet the specific requirements of older people for new housing.</p> <p>Private sector provision for older people with care and support needs has mainly been in the form of nursing and care homes. The great majority of sheltered housing, and nearly all of housing with care/very sheltered housing is provided by the social rented sector.</p> <p>There are limited options for older people to change tenure, while remaining in the same home, hence involving a physical move when this may be unhelpful.</p>	<p>sector and older people’s housing – strategy, opportunities, specific actions (link to option 1.1.c, but with a separate strategy addressing the role of the private sector). <b><i>[Suggested action 1]</i></b></p>

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

	<b>Specific outcome</b>	<b>Issues</b>	<b>Options</b>
2.1	<p>Changes to the physical attributes of housing to make it suitable for older people are undertaken effectively.</p> <p><b>Scope</b> all tenures and sectors; adaptations and conversions; small repairs, handyperson repairs and tasks (e.g. changing light bulbs); telecare equipment; equipment (note cross over with care at home work stream); repair, improvement and regeneration programmes; heating systems; information and advice considered below; and funding.</p>	<p>Numerous different budgets and associated processes for the different sectors/tenures and for the different types of service/change causing confusion amongst providers/commissioners and older people (equipment versus adaptations; private versus registered social landlord versus local authority for adaptations).</p> <p>Older people too often have to wait too long for adaptations and conversions. Factors involved include time taken to assess requirements by occupational therapists; getting approvals (planning/building control/budget holders); and lack of funding/capacity.</p> <p>Budgets are too often, and increasingly as demand grows, insufficient to meet the level of demand for alterations to properties from older people (and other groups), particularly in private sector.</p> <p>No shared view about the appropriate role and level of public assistance to the private sector in relation to non mandatory alterations/repairs to properties.</p> <p>Particular issues about lack of knowledge, understanding and capacity among older people to access <b>and use</b> what is available in</p>	<p>(a) Status quo (all working ok now, or existing initiatives' actions will be sufficient to address needs). <b>[Rejected]</b></p> <p>(b) Focus improvements on streamlining the existing arrangements for housing alterations, i.e. keeping the different funding streams, agencies and the existing distinctions between adaptations, small repairs, equipment, telecare. Actions here might include: Improvements to information and advice to older people about the opportunities (see specific outcome 5.1); Improvements to the assessment and specification process, such as:</p> <ul style="list-style-type: none"> <li>○ More self assessment;</li> <li>○ focusing occupational therapist resources on more complex cases;</li> <li>○ assessment/specification being undertaken by housing; and</li> <li>○ Community Planning Partnership level agreement on specification, resolving tensions between quality/cost.</li> </ul> <p>Greater collaboration with suppliers/contractors (including specification and</p>

	Specific outcome	Issues	Options
		<p>the private sector, so raising risks of accidents in the home and/or triggering moving home unnecessarily.</p> <p>Quality/style of equipment and adaptations sometimes off-putting (particularly those provided with public assistance?) and creates difficulties in private sector where seen to reduce, not increase, the value of property.</p> <p>Some concerns (particularly affecting the social rented sector) that there is 'over specification' by occupational therapists of adaptations and conversions, where a reduced specification would meet needs, be less costly and faster to provide.</p> <p>Older people, particularly in the private sector, living in poor condition housing, in need of repair and/or with inadequate heating systems, with associated risks to their health, not seeking assistance and 'slipping through the net'.</p> <p>Adaptations, small repairs and handyman services, etc too often treated as a separate process (in terms of assessment, eligibility and provision) from that for support and care, and not always providing an integrated package for the older person.</p> <p>Focus for budgets on adaptations rather than small repairs and handyman type work – 'the</p>	<p>advice) as is done with general repairs in the social rented sector;</p> <p>Better information sharing and other collaboration between housing and colleagues in social care and health, on assessment, other needs (so that for example better signposting by other services to housing where may be a need);</p> <p>Place expectation/requirement on social landlords to upgrade, repair etc homes of older people in regeneration and other repair, maintenance and upgrading programmes; and</p> <p>Identify a local champion to promote and challenge across. <b>[Suggested action 22]</b></p> <p>(c) Focus improvements on the private sector, in recognition that this is where most older people live/want to live and where greatest issues/ difficulties exist. Actions here might include:</p> <ul style="list-style-type: none"> <li>Upping the role of Care and Repair in current form;</li> <li>Promoting other social enterprise models to address needs; and</li> <li>Considering/identifying opportunities for private sector/business initiatives.</li> </ul> <p><b>[Suggested action 22]</b></p>

	Specific outcome	Issues	Options
		<p>little things matter' – less on prevention.            Telecare not yet mainstreamed – not sufficiently widely understood amongst older people, providers or assessors.</p>	<p>(d) Undertake more fundamental change in the organisation and funding of these services. Actions might include:            Expecting all social landlords to fund these services directly, but there may be rent pooling issues;            Do away with the distinctions between adaptations, conversions, small repairs, equipment, telecare and create a single funding pot and set of processes (for the social rented sector only, or for all sectors/tenures, but with means testing for private sector); and            Create a single unified, one stop service addressing collection of needs for housing and other services for older people.  <b>[Suggested action 6]</b></p>
2.2	<p>Those older people who need/want to move are assisted effectively.</p> <p><b>Scope</b>            within sectors/tenures and between</p>	<p>Lack of information and understanding among older people of what options do exist and how to access them.            Emotional barriers for older people in moving from family home, meaning that decisions take longer and they may not take advantage of opportunities presented.</p>	<p>(a) Status quo (all works ok, or existing initiatives will be sufficient). <b>[Rejected]</b></p> <p>(b) Focus on making the existing system work better, through provision of information and advice, dissemination of good/effective practice (links to specific</p>

	<b>Specific outcome</b>	<b>Issues</b>	<b>Options</b>
	<p>sectors/tenures; housing options (form, tenure, location, cost) available; practical and emotional assistance with the process; priorities in allocation to older people; (where alterations required to physical fabric, included above); and information and assistance on housing options (considered below).</p>	<p>Practical barriers (physical capacity of older people; cost; challenges of organising a move). Grouped housing ('supportive communities') for older people difficult to achieve within general housing because of equality rules. Limited range of housing choices for older people, particularly in the private sector (equity stake short of full ownership; specialist housing; suitable mainstream housing). Particular issues for older people in rural and remote parts of Scotland, where re-housing opportunities more limited. Scope of information and advice provided for older people seeking a move (into the social rented sector) not only quite limited in terms of options for moving, but also tends not to incorporate options of staying put. Information and advice tends to be general in nature (leaflets available to all) and does not explain the implications of the (housing) options for the individual older person, given their particular circumstances (housing, aspirations, social networks etc). Financial disincentives for some older owners who, in releasing equity, find themselves in a position that they are no longer eligible for certain benefits.</p>	<p>outcome 5.1, and option 1.2.c). <b>[Suggested action 27]</b></p> <p>(c) Explore the feasibility of services in the private/social enterprise sector to provide practical and emotional support to older people in moving. <b>[Suggested action 20]</b></p> <p>(d) Extend the provision of existing housing available for older people to provide alternatives to staying put. <b>[Suggested action 14]</b></p> <p>(e) Revise the guidance on allocations to facilitate the development of supportive communities (co-location of older people) in social rented housing. <b>[Suggested action 14]</b></p>

	Specific outcome	Issues	Options
2.3	<p>Older people are better assisted to remain in, and make best use of, existing specialist housing stock.</p> <p><b>Scope</b> all sectors and tenures; includes all housing built specifically for older people and includes amenity, sheltered, very sheltered, extra care, wheelchair housing, barrier free housing suitable for older people; and repair and upgrading to meet current and future aspirations (link to investment in new housing).</p>	<p>High percentage of sheltered housing is ageing (much of it built in 1970s and 1980s) and reaching an age when it requires upgrading to meet current standards, needs and aspirations. Various social changes have taken place which have impacted on sheltered housing (concentration of services in population centres; rising expectations on space standards among older people; policy emphasis away from support linked to accommodation; introduction of Supporting People funding and then removal of ring fencing; European working time directive; greater support and care available to older people in ordinary housing meaning that decisions to move are delayed), undermining its intended role, but leaving providers and commissioners uncertain about its future role. Older people (some) have assumptions about what offered by sheltered housing, which is no longer in line with reality. Quality of, and demand for, very sheltered housing variable, depending on variety of factors (form, location, local market. Upgrading of existing sheltered housing (as is</p>	<p>(a) Status quo (all works ok, or existing initiatives will be sufficient). <b>[Rejected]</b></p> <p>(b) Pull together and disseminate a 'how to' guide to review the role of individual sheltered housing developments in the social rented sector, as part of the revisions to Local Housing Strategies and housing needs assessments, including setting out the basis on which re-modelling will be funded by the Scottish Government. <b>[Suggested action 14]</b></p> <p>(c) Identify and address the barriers to upgrading arising from difficulties in accessing care/support. <b>[Accepted as part of Option 2.3b] [Suggested action 14]</b></p> <p>(d) Showcase sheltered/very sheltered housing where housing, health and social care are active partners in funding, management and support (such as inclusion of joined up assessment and allocation priorities –as in Inverclyde – in revised allocations guidance). <b>[Suggested action 14]</b></p>

	Specific outcome	Issues	Options
		<p>or to very sheltered housing or new models) and of existing very sheltered housing blighted by uncertainties over role, and access to funding for support/care. Resultant risks that potential of this housing stock is not realised. A shared basis between housing, health and social care for the allocation of sheltered housing (and to a lesser extent very sheltered housing) very rare, with current arrangements mainly focusing on 'housing' needs criteria. Appears to be very little overlap in applicants for sheltered housing and existing clients of social care.</p>	
2.4	<p>Older people with resources they wish to invest in their housing are assisted to do so.</p> <p><b>Scope</b> tenure options 'short' of full owner occupation (mixed/flexible/shared) ownership; accessing equity in property for repairs, improvements and</p>	<p>Pressure on public sector funding, with need to target available resources at those most in need and to identify sources for alternative funding.</p> <p>Pressure on social rented housing suitable for older people, with need to make best use of supply in the private sector where possible and appropriate.</p> <p>Getting a little bit of 'top up' help is complicated and difficult for those with some personal resources. System tends to cater more for those with no private income/equity than those with some.</p>	<p>(a) Status quo (all works ok, or existing initiatives will be sufficient). <b>[Rejected]</b></p> <p>(b) Review reasons for limited uptake of equity release and address identified barriers. <b>[Suggested action 5]</b></p> <p>(c) Review barriers to older people 'topping up' public sector assistance and address/remove. <b>[Suggested action 5]</b></p>

	<b>Specific outcome</b>	<b>Issues</b>	<b>Options</b>
	<p>alterations (and other reasons – link to care at home work stream); ability to be able to supplement/top up public investment; opportunities to move between tenures without moving home; and longer term and wider debate on taxation system.</p>	<p>Equity release products had only limited uptake. Evidence suggests a combination of reasons: process of accessing equity in property complicated; nervousness on the part of some older people about quality of advice available (who to trust); reluctance on the part of some older owners to use their equity, such that they will live in poor or risky conditions. Also reported that lenders have a limited appetite to supply equity release finance, because it is complicated, not a big market and requires staff training; and not clear what the market is (how large, etc) and the extent to which older people prefer to downsize rather than release equity because this reduces other costs as well.</p> <p>Older people need to move home in order to access certain types of ownership options – properties tend to be ‘labelled’ as owner occupied or rented or shared ownership. The current taxation and benefit rules sometimes act as a disincentive for older people releasing equity in their home or using their own resources, to adapt, modify or convert their home.</p>	

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

	Specific outcome	Issues	Options (not necessarily mutually exclusive)
3.1	<p>New house building meets needs of future generations of older people.</p> <p><b>Scope</b> rented and low cost home ownership; general needs housing – are the current standards sufficient (including space); external environment; needs of those with particular needs within older population (e.g. those with dementia); and planning, building regulations and SG investment requirements.</p>	<p>Long been an issue of concern, and an objective, that investment made now addresses the future needs of a population with more older people and more with restricted mobility.</p> <p>Time taken for impact of changes made in standards to become clear. Recent changes in building standards, and the impact of these is not yet clear.</p> <p>Tensions exist between meeting the needs of older people who would benefit from higher space standards, more single storey buildings, structures better able to support later adaptations, equipment and conversions, and other national housing priorities – increasing the number of units for £ investment, meeting energy efficiency targets.</p> <p>Availability of suitable sites identified as key factor, and often a key constraint, to be able to build provision which is suitable in terms of topography and access to services. Strategic planning appears to be more of an issue – the preparation of local development plans – than planning permission for particular alterations. In private sector, not evident that additional standards (at additional cost) are attractive in</p>	<p>(a) Status quo (actions already in place or planned are sufficient). <b>[Rejected]</b></p> <p>(b) Status quo, but with monitoring (e.g. longitudinal study) of the availability, suitability and uptake of new affordable housing for older people, with specific consideration of the impact of recent changes. <b>[Rejected]</b></p> <p>(c) Undertake an immediate review of standards set out in Housing for Varying Needs, and other relevant standards, regulations and planning processes to extend suitable provision. <b>[Suggested action 11]</b></p> <p>(d) Open discussion with private sector developers to define opportunities for improving/extending suitability of new house building for older people. <b>[Suggested action 21]</b></p> <p>(e) Ensure local development plans give priority to older people’s housing needs. <b>[Suggested action 19]</b></p>

	Specific outcome	Issues	Options (not necessarily mutually exclusive)
		<p>the market place.</p> <p>Availability of suitable sites can be a significant constraint, and it is not clear that there is sufficient of a partnership across services.</p>	
3.2	<p>Cross sector agreement in place about the role and funding of specialised forms of housing for older people in the social rented sector.</p> <p><b>Scope</b>  housing, health and social care;  local authority and registered social landlord provision;  rented and low cost home ownership;  full spectrum of types of specialist provision;  internal and external standards;  shared spaces within developments;  (relevant in particular</p>	<p>Funding for new developments in the social rented sector has been very small, in the main because of unresolved questions about its current role and value for money, and partly because of pressures on housing budgets to address other needs.</p> <p>Adjustment to changes in funding allocation (end of Supporting People) causing difficulties, with debates about who pays for what, in particular common rooms, shared bathrooms (additional to private bathrooms) and dining rooms.</p> <p>Expectations of health and social care sectors of the role and contribution of housing tends to be very different, where housing with care is seen as a key/better housing role, offering a better alternative to care homes.</p> <p>Distinctions between what is 'housing' and hence funded by that sector, and 'care' and hence funded by social care/health adding to the complexity, including capital/revenue linkages.</p>	<p>(a) Status quo (the current situation works well or existing actions are sufficient to address identified issues and barriers). <b>[Rejected]</b></p> <p>(b) Gather additional evidence of the cost/value of housing with care/very sheltered housing (longitudinal studies ongoing at present in England). <b>[Suggested action 7]</b></p> <p>(c) Establish definitions and guidelines for provision of specialist housing to inform planning and development. <b>[Accepted as part of Option 3.2d] [Suggested action 14]</b></p> <p>(d) Focus change on making improvements to the development process, such as:  Pulling together and disseminating a 'how to' guide to developing housing with care in the social rented sector, (e.g. as part of the revisions to Local Housing Strategies and housing needs assessments), including setting out the basis on which investment</p>

	<b>Specific outcome</b>	<b>Issues</b>	<b>Options (not necessarily mutually exclusive)</b>
	for housing with care); and funding, development and ongoing.	Potential for wider role – leisure, offices, outreach facilities, community use etc. to form part of developments – but currently difficult to put in place. Process for designing and developing specialist housing provision – particularly housing with care – very resource intensive.	will be funded by the Scottish Government (for registered social landlords); and Addressing/removing the barriers to upgrading from difficulties in accessing care/support (see Strategic Outcome 2.3). <b>[Suggested action 14]</b>
3.3	Private sector involvement in provision of housing with care is achieved.  <b>Scope</b> 'institutional' funders, private providers and individual investment; spectrum of provision from sheltered to very sheltered/extra care; range of different built forms (grouped, hub and spoke, virtual); built form and support; and full private and mixed public/private.	Pressures on public sector budgets will limit the extent of new building in the social rented sector. Development of retirement housing has been ongoing, but not of extra care housing/housing with care. Developments here have tended to be care homes within the private sector in Scotland. Not clear what the market is for private housing with care and what the barriers for development in Scotland are. Related, it is not clear whether opportunities relate to ways to assist individuals to invest, private sector developments for sale or mixed developments.	(a) Status quo (the current situation works well or existing actions are sufficient to address identified issues and barriers). <b>[Rejected]</b>  (b) Open discussion with private sector developers to define opportunities for private housing with care developments. <b>[Suggested action 21]</b>  (c) Gather additional evidence of the cost/value and feasibility of private housing with care (similar to Option 3.2b). <b>[Suggested action 7]</b>

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

	<b>Specific outcome</b>	<b>Issues</b>	<b>Options</b>
4.1	<p>The needs of older people for support and social interaction are met.</p> <p><b>Scope</b>  all tenures;  housing support <b>and</b> other types of low level, prevention-focused support; support to older people and their unpaid carers; delivery and assessment; re-ablement approach; considering provision from public, voluntary and private sectors; funded by public sector or part funded; role of public sector in promoting/supporting private sector options; social networks; and activities which involve social interaction.</p>	<p>Concerns that the removal of ring fencing from housing support funding may lead to a systematic withdrawal of funding from lower level, preventative services.</p> <p>Extensive evidence from older people themselves of the importance to them of support services, but the evidence base of their impact in preventing the need for more extensive and expensive interventions is less robust – and not sufficient to compete with budgetary pressures to meet higher level, crisis needs.</p> <p>Housing support services in place for older people tend to reflect their history (the Supporting People pot being created from a wide range of different funding sources). For older people, the emphasis is on low level services, particularly for those linked to sheltered housing in the social rented sector.</p> <p>There are very few housing support services available to older people in the private sector. Evidence shows that social networks are of key importance in enabling older people to remain at home.</p> <p>Focus of current services tends to be on helping older people to carry out tasks, and little</p>	<p>(a) Status quo (the current situation works well or existing actions are sufficient to address identified issues and barriers). <b>[Rejected]</b></p> <p>(b) Focus on developing the evidence base to support the case for/benefits of these services in enabling older people to live at home for longer (similar to Option 1.2c). <b>[Suggested action 8]</b></p> <p>(c) Investigate the feasibility of social enterprise business models to provide support, funded (in part) through charges to customers. <b>[Suggested action 20]</b></p> <p>(d) Promote the role of local communities in providing support to older people in their communities. <b>[Suggested action 24]</b></p> <p>(e) Showcase/disseminate practice examples where housing</p>

	Specific outcome	Issues	Options
		attention given to the development/sustainment of social networks.	organisations have used role to support/promote social networks and community activities. <b>[Suggested action 16]</b>
4.2	<p>The needs of older people for practical, handyman type assistance are met.</p> <p><b>Scope</b> small repairs (as opposed to adaptations); practical tasks, such as gardening, decorating, changing light bulbs etc; organising repairs, identifying suitable local contractor; and all sectors, all tenures.</p>	<p>These tasks are outwith the service specification for most housing support and care home services, but interviews with older people make clear that difficulties with getting these tasks done are among the main triggers for moving from their current home.</p> <p>Value of, and demand for, these services demonstrated by those Care and Repair services which do provide practical assistance and handyman services. Constraint for further expansion has been the lack of funding.</p>	<p>(a) Status quo (the current situation works well or existing actions are sufficient to address identified issues and barriers). <b>[Rejected]</b></p> <p>(b) Review framework and standards to enable/encourage social landlords to provide these services as part of landlord responsibilities. <b>[Suggested action 13]</b></p> <p>(c) Investigate the feasibility of social enterprise business models to provide support, funded (in part) through charges to customers (as Option 4.1c). <b>[Suggested action 20]</b></p> <p>Explore options for promoting Care and Repair, sharing good practice from Home Improvement Agencies in England. <b>[Suggested action 23]</b></p>

**5. The infrastructure to support these outcomes is improved**

	Specific outcome	Issues	Options
5.1	<p>Older people get quality information and assistance in making decisions about their future housing and support.</p> <p><b>Scope</b> full range of housing options – cross tenure and sector; moving and staying put; potentially part of wider information and advice about not just housing, but care and support options; ‘contextualised’ information – providing information about the local opportunities and implications for opportunities for older person; and assisting the older person to reach a decision, not just informing.</p>	<p>Evidence that older people do not know what their housing and support options are. Further, that they require assistance in understanding the implications of information for their particular circumstances, so information alone, or generalised is not always sufficient.</p> <p>Information and advice often tends to be provided around a relatively narrow focus – usually determined by the point of initial contact that an older person makes, and less often looks in the round at the range of options.</p> <p>Older people nervous about getting good quality advice on financial matters from someone they can trust.</p>	<p>(a) Status quo (the current situation works well or existing actions are sufficient to address identified issues and barriers). <b>[Rejected]</b></p> <p>(b) Promote/extend a national helpline and/or online resource providing information for older people across the range of issues (could be delivered in a number of different ways, such as through the Scottish Government public services website; or through the Scottish Helpline for Older People). <b>[Suggested action 26]</b></p> <p>(c) Set up a national development project (like the Telecare Development Programme) to support and promote development of local information and advice for older people on housing and support issues, including developing resources, information packs, etc. <b>[Suggested action 27]</b></p> <p>Extend requirement on local authorities to provide housing information and advice to homeless households also to older people (in defined circumstances). <b>[Accepted with revised wording] [Suggested action 27]</b></p>

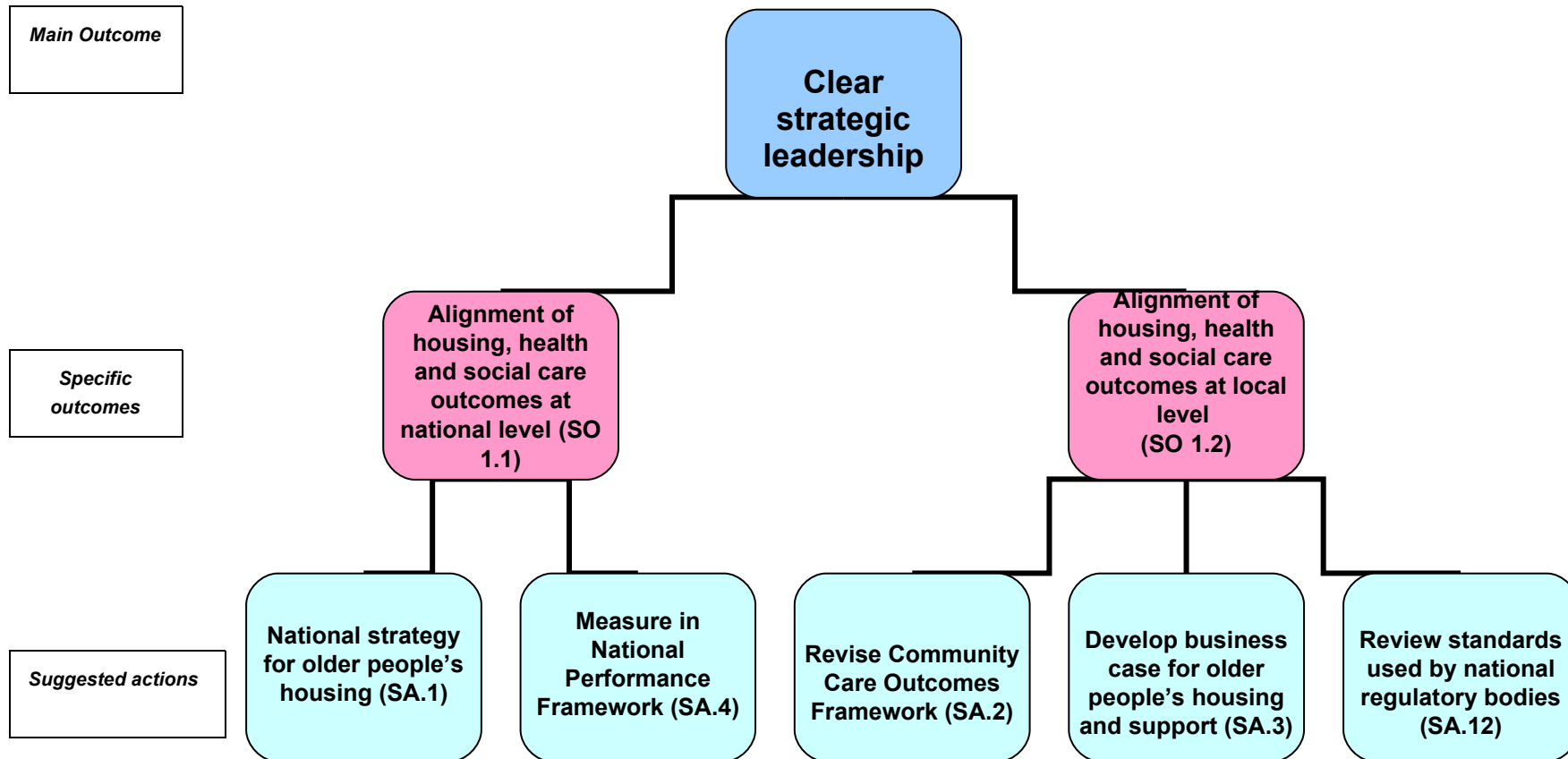
	Specific outcome	Issues	Options
5.2	<p>Local housing needs assessments effectively identify the housing needs of older people.</p> <p><b>Scope</b> analysis underpinning and informing the Local Housing Strategy and other related strategies in health and social care; identifying unmet needs for different types, sizes and locations for housing to meet the needs of older people, specialist and non specialist; local authority, settlement/ community level; cross tenure, focusing on the need for public assistance and intervention; and identifying needs for housing services (adaptations, allocations, etc).</p>	<p>Good quality analysis of the current and future housing needs of older people is a key foundation to local strategic planning.</p> <p>Recent analysis of Local Housing Strategies has shown that the housing needs of older people are not well addressed, with difficulties encountered with the most recent guidance.</p> <p>Emphasis of existing analysis tends to focus on the need for new building, and to a lesser extent on the role played by, and investment required for, other housing services (adaptations, repairs, housing management services, etc).</p> <p>Difficulties, in part, relate to lack of clarity about the role of sheltered and very sheltered housing, and hence what level of provision is required.</p> <p>Assessment of the feasibility of developing a model for use by local authorities is currently being undertaken.</p>	<p>(a) Status quo (the current situation works well or existing actions are sufficient to address identified issues and barriers). <b>[Rejected]</b></p> <p>(b) Work with volunteer local authorities to develop illustrations of housing needs assessments for older people to share across Scotland. <b>[Suggested action 17]</b></p> <p>(c) Promote more detailed appraisal of older people's housing needs in Local Housing Strategies and Strategic Housing Investment Plans. <b>[Suggested action 25]</b></p>

	Specific outcome	Issues	Options
5.3	<p>Local needs assessments effectively identify the support needs of older people.</p> <p><b>Scope</b> identifying unmet support needs of local population at local authority, settlement/ community level; housing and other types of support; and complementary/combined with analysis for care and health needs to inform strategic planning, investment and delivery.</p>	<p>The need for support may overlap with, or be separate from, an older person's housing need. So strategic assessments of housing needs (as in 5.2 above) do not necessarily identify the level of housing support required. With the removal of the ring fencing for Supporting People, there are uncertainties about the appropriate definition of support (whether it is just housing support or wider, and how it connects with the assessment of care needs within local communities). The issues and barriers identified in relation to the assessment of housing needs of older people are even more pronounced for housing support needs. There is no guidance or established method for assessing the support needs of older people.</p>	<p>(a) Status quo (the current situation works well or existing actions are sufficient to address identified issues and barriers). <b>[Rejected]</b></p> <p>(b) Develop a methodology and subsequent guidance/practice materials to identify housing support needs. <b>[Suggested action 18]</b></p> <p>(c) Integrate the assessment of housing support as part of the identification of care needs amongst the older population. <b>[Suggested action 15]</b></p> <p>(d) Work with volunteer local authorities to develop illustrations of housing support needs assessments for older people to share across Scotland. <b>[Suggested action 17]</b></p>
5.4	<p>Housing and support needs of older people with complex needs, such as those with dementia, learning disabilities and addiction issues, and older people from different equality groups are met.</p>	<p>Housing stakeholders identified the specific housing and support needs of older people with dementia and from minority ethnic groups as least well met. One of the barriers appears to be a lack of understanding of what the distinctive needs of these groups are, and what the appropriate housing</p>	<p>(a) Status quo (the current situation works well or existing actions are sufficient to address identified issues and barriers). <b>[Rejected]</b></p> <p>(b) Undertake research to review existing evidence of the housing needs of groups, and the implications for provision. <b>[Suggested actions 9 and 10]</b></p>

	<b>Specific outcome</b>	<b>Issues</b>	<b>Options</b>
	<p><b>Scope</b>            what they need and want from built form; environment; housing services; and ensuring complementary to health and social care analysis.</p>	<p>solutions/options are.            current strategic needs assessments methodologies tend to address the needs of older people in terms of level of dependency, and to a lesser extent physical mobility/frailty. Older people with dementia may benefit from alterations using different colours; older people from minority ethnic groups might prefer a different form of housing.</p>	

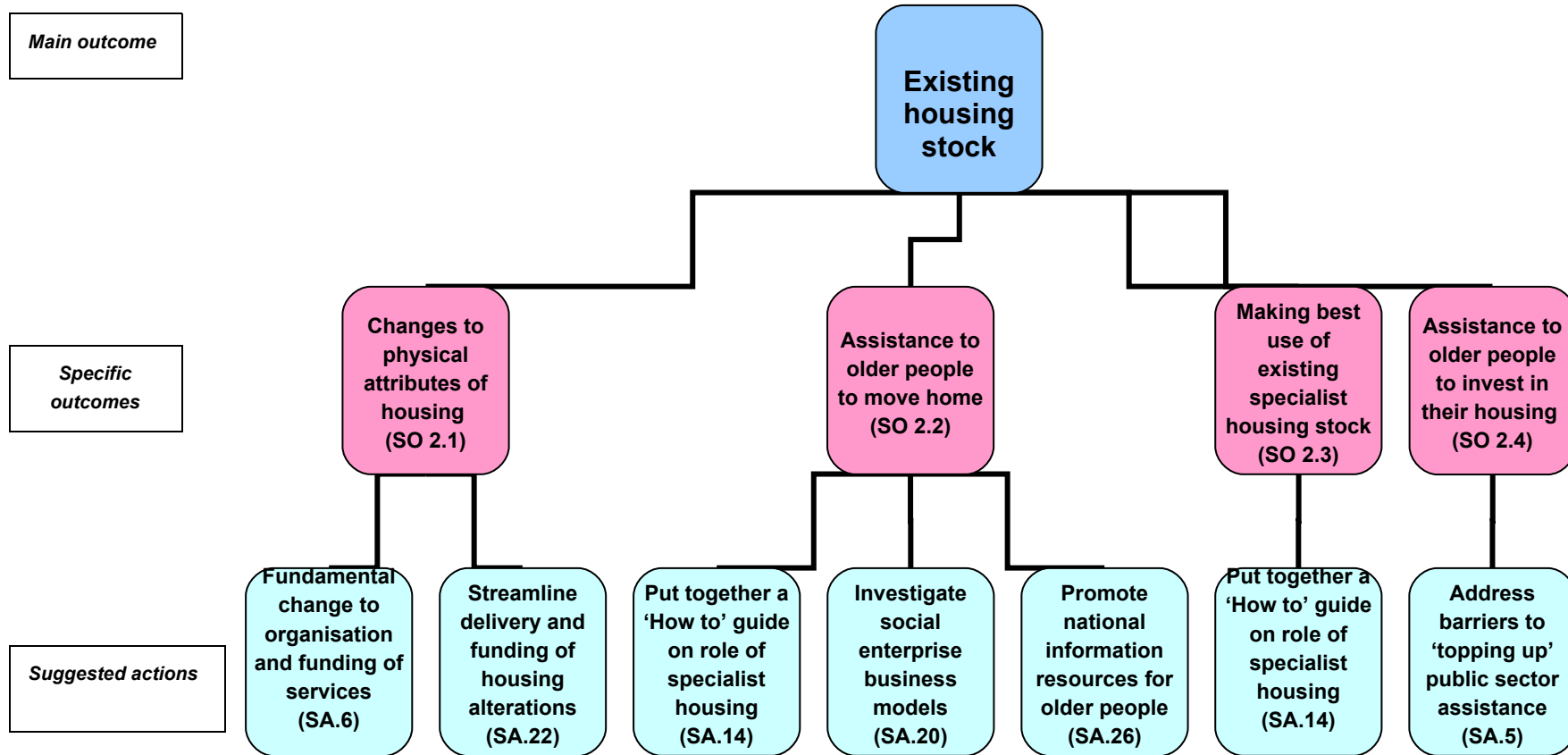
**LOGIC MODELS – OUTCOMES TO ACTIONS**

**OUTCOME 1: CLEAR STRATEGIC LEADERSHIP IS IN PLACE AT NATIONAL AND LOCAL LEVEL ABOUT THE HOUSING OUTCOMES TO BE DELIVERED FOR OLDER PEOPLE**



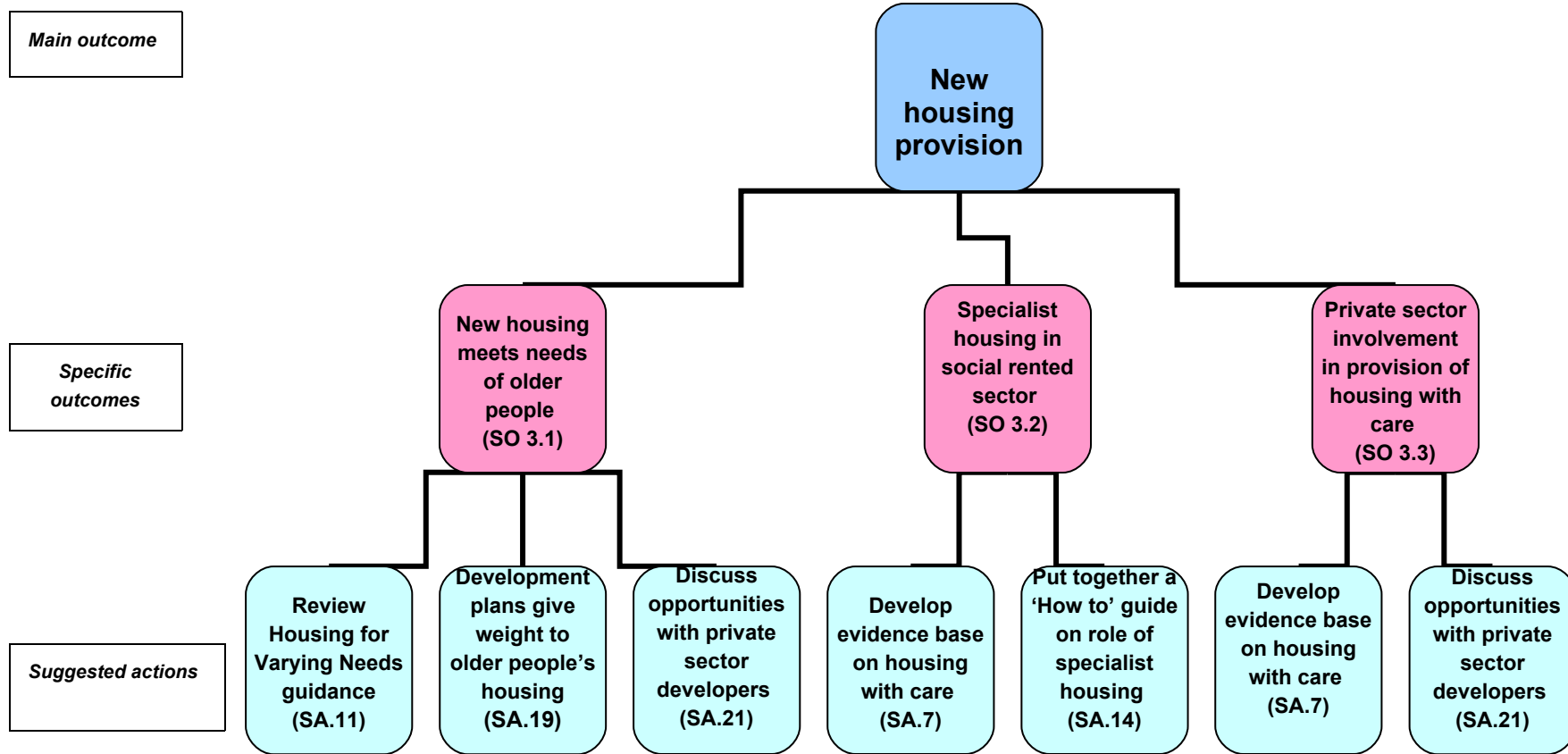
Suggested action numbers refer to the table of suggested actions on P.10 – 12.

**OUTCOME 2: OLDER PEOPLE ARE BETTER ASSISTED TO REMAIN IN, AND MAKE BEST USE OF EXISTING HOUSING STOCK**



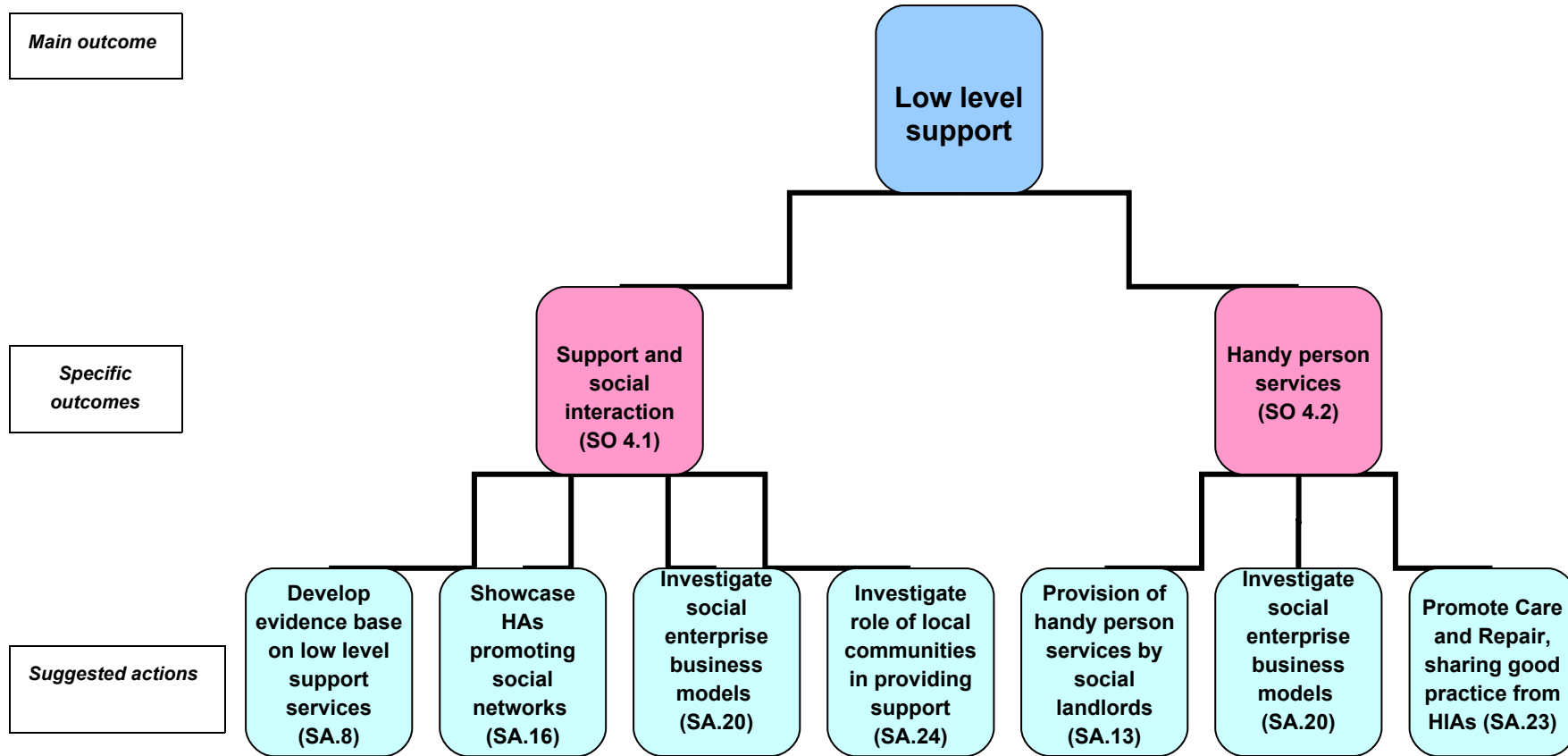
Suggested action numbers refer to the table of suggested actions on P.10 – 12.

**OUTCOME 3: INVESTMENT IN NEW HOUSING PROVISION ACROSS THE SECTORS MEETS FUTURE NEEDS OF OLDER PEOPLE**



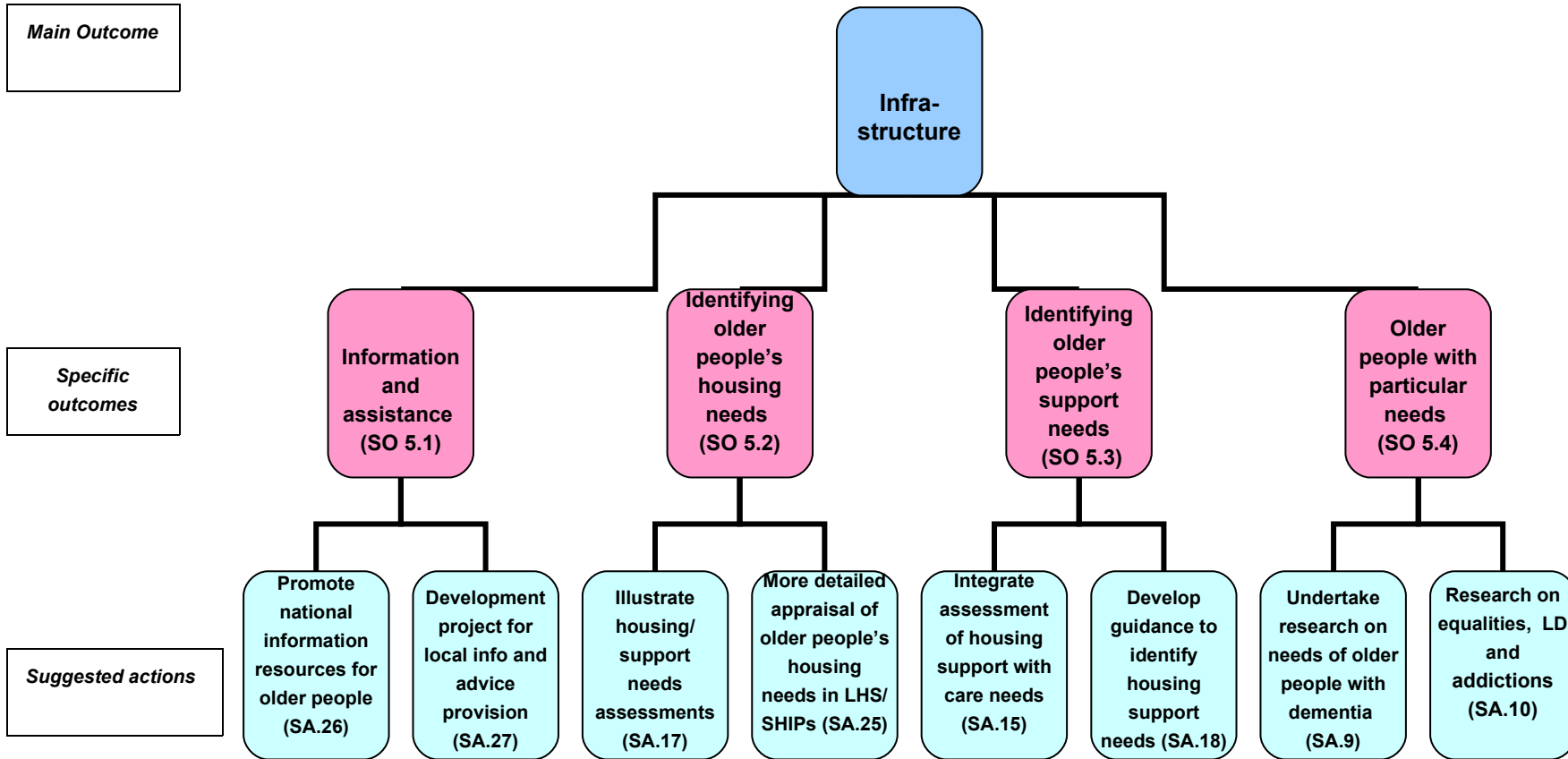
Suggested action numbers refer to the table of suggested actions on P.10 – 12.

**OUTCOME 4: THE NEEDS OF OLDER PEOPLE FOR LOW LEVEL, PREVENTATIVE SUPPORT ARE MET**



Suggested action numbers refer to the table of suggested actions on P.10 – 12.

**OUTCOME 5: THE INFRASTRUCTURE TO SUPPORT THESE OUTCOMES IS IMPROVED**



\* This suggested action also applies to Specific Outcome 5.3.  
 Suggested action numbers refer to the table of suggested actions on P.10 – 12.

