

# Local Housing Strategy 2011/12 – 2015/16

## Background Paper

### West Dunbartonshire Council Older People's Households

#### 1. Context

The West Dunbartonshire Council Social Work and Health Department's Service Plan 2009-2013 contains a number of key objectives. Shifting the balance of care for older people to safe and affordable community based options is identified as a key development area. This is in accord with the Scottish Government's national policy objective to increase the proportion of people over 65 who have high levels of care needs who are cared for at home.

The Scottish Government has developed a set of national outcome measures to be used across all Joint Future partnerships to report on the delivery of community care services to adults and older people. These outcomes underpin the delivery of the Scottish Government's Strategic Objectives. The National Outcomes for Community Care require that more people will be able to live independently at home through:

- Improved health;
- Improved wellbeing;
- Improved social inclusion; and
- Improved independence and responsibly.

The outcomes are underpinned by a set of measures with the key themes of:

- User satisfaction;
- Faster access to services;
- Support for carers;
- Quality of assessment and care planning; and
- Identifying those most at risk.<sup>1</sup>

Talking Points: A Personal Outcomes Approach.

In addition to these strategic outcome measures, the Social Work and Health Department are increasingly focusing on key personal outcomes for service users. These outcomes are defined as the impacts or end results on a person's life of a Social Care or health intervention or service. These outcomes are articulated by the **Talking Points Framework** which provides two sets of

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<sup>1</sup> WDC Social Work and Health Department Service Plan 2009  
[http://intranet.west-dunbarton.gov.uk/swandh/socialwork/New%20Setup/strategy/PDFs/Department\\_Operational\\_Plan\\_2009.pdf](http://intranet.west-dunbarton.gov.uk/swandh/socialwork/New%20Setup/strategy/PDFs/Department_Operational_Plan_2009.pdf)

outcomes, one for service users and another for carers, identified by service users and carers themselves.

Service user outcomes are identified as:

Quality of Life Outcomes like feeling safe and being in contact

Change Outcomes like improved mobility or reduced symptoms

Process Outcomes like being listened to and being treated with respect

Carer Outcomes are:

Quality of life for the carer; like having some time for themselves

Quality of life for the cared for person; like knowing they are safe

Coping with caring; and like not feeling alone as a carer

Process Outcomes. Like having a say in services

As well as these outcomes, services for older people living at home are also assessed within the context of National Care Standards. Primarily these are the standards for housing support services, which are defined as services “providing support, assistance, advice or counseling to people who have particular needs, with a view to enabling the person to occupy residential accommodation as a sole or main residence” or the standards for a Care Home Service which is defined as “a service which provides accommodation together with nursing, personal care of personal support for adults and children who are vulnerable or in need”.

Residential and nursing homes are registered as Care Homes whilst the warden service provided in any sheltered or very sheltered housing will be registered as a housing support service.

WDC have prepared an action plan for the Best Value Review of Elderly Services and actions contained in this document will be reviewed in conjunction through the Capacity Planning and Balance of Care Sub – Group, a whole systems approach to the commissioning and design of services to older people.<sup>2</sup>

The Scottish Index of Multiple Deprivation ranks West Dunbartonshire as the 4<sup>th</sup> most deprived area in Scotland and shows that very little improvement has been made since the publication of the 2006 Index with only 3 datazones moving out of the 15% most deprived category since 2006. Older people living on fixed

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<sup>2</sup>WDC Community Health Partnership Report from Capacity Planning and Balance of Care Sub-Group  
April 2009

incomes are particularly vulnerable to poverty, especially fuel poverty and become increasingly dependent on health and social care services. The risk of social isolation and exclusion also increases as people get older. Proposals for the delivery of services to older people in West Dunbartonshire must be viewed within this context.<sup>3</sup>

## 2. WDC Demographic Issues

It is projected that by 2024, 40% of WD households will be headed by a person aged 60+.<sup>4</sup> However, it is recognized that the increase in the proportion of people over 60 years in West Dunbartonshire is less than that for Scotland as a whole.

Table 1<sup>5</sup> below indicates the projected Demographic Change in respect of older people until 2020 and indicates a likely increase in demand for older people services:

**Table 1**

Demographic Change - Older People - % Change 2008 - 2020							
	2008	2011	2014	2020	2025	2030	2008 - 2030
65+	14655	15043	15963	17404	19230	21174	6519
75+	6833	6960	7186	7854	9087	10118	3285
80+	3469	3616	3844	4276	4883	5816	2347
85+	1693	1801	1944	2355	2714	3170	1477
65-74	7822	8083	8777	9550	10143	11056	3234
75-84	5140	5159	5242	5499	6373	6948	1808
85+	1693	1801	1944	2355	2714	3170	1477
		%	%	%	%	%	%
65+		2.65%	6.12%	9.03%	10.49%	21.66%	44.48%
75+		1.86%	3.25%	9.30%	15.70%	28.83%	48.08%
80+		4.24%	6.31%	11.24%	14.20%	36.01%	67.66%
85+		6.38%	7.94%	21.14%	15.24%	34.61%	87.24%
65-74		3.34%	8.59%	8.81%	6.21%	15.77%	41.34%
75-84		0.37%	1.61%	4.90%	15.89%	26.35%	35.18%
85+		6.38%	7.94%	21.14%	15.24%	34.61%	87.24%

Note: Age Groupings not mutually exclusive, e.g. 75+/85+ both within 65+

<sup>3</sup> WDC Tackling Poverty and Income Deprivation – Draft Anti Poverty Strategy February 2010

<sup>4</sup> GRO for Scotland, Household Projections for Scotland 2004 based, Age by Head of Household

<sup>5</sup> WDC Report to Social Work and Health Improvement Committee 21 May 2008

<http://wdccmis.west-dunbarton.gov.uk/CMISWebPublic/Binary.ashx?Document=6326>

*Does the G&CVSDPA HNDA provide further information which will be of use here?*

### **3. Housing Issues for Older People**

This remainder of this paper focuses on the housing needs of older people.

WD published its Housing Needs and Supply Study in July 2008, covering the period until 2014<sup>6</sup>. The report provides a robust assessment of the key relationships, supply issues, and trends within the West Dunbartonshire housing system on a year on year basis.

The methodology employed relied heavily on a household survey to identify future housing need and this survey indicated only a modest number of households requiring a need for sheltered housing. The Study however suggests that the seeming low level of demand survey may have been influenced by perceptions of the quality, location and appearance of the existing provision. The survey indicated that there will be a significant surplus of 706 sheltered units by year ten of the study period (2016/17). This finding is contrary to that of the Best Value Review of Services for Older People carried out by the Council's Social Work Department which indicates that 143 new sheltered places may be required.

- There are currently 609 registered residential care places provided within the West Dunbartonshire Council area. Not all of these are in use all of the time and not all of them will be used by clients of West Dunbartonshire Council. This is because other Councils use some places and other places are used by people who purchase their own care.
- The balance of care between Council-run and purchased places shows that there are 414 registered places in private and voluntary sector residential care provision in West Dunbartonshire and 195 registered places in Council-run provision.
- The Council currently provides residential care for around 599 older people in both Council-run care homes and through the purchase of residential care from the private and voluntary sectors. Some of this provision is in purchased places outwith the West Dunbartonshire area due to the needs or wishes of the client.<sup>7</sup>

The Best Value Review proposes that new extra care housing provision should be developed.<sup>8</sup>

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<sup>6</sup> West Dunbartonshire Council Housing Needs and Supply Study Final Report July 2008 (carried out by Arneil Johnston consultants)

<sup>7</sup> WDC Report 21 May 2008 op cit

<sup>8</sup> WDC Best Value Review of Older People Services Approved by Committee in May 2008

More work requires to be done in age profiling of Social Rented sector tenants. Table 2 below shows the age profile of those on the Council's waiting list at May 2010.

**Table 2<sup>9</sup>**

<b>WDC Housing Waiting List by Age Band</b>	
<b>Age Band</b>	<b>Number</b>
60 - 65	305
66 - 70	247
71 - 75	188
76 - 80	133
81 – 85	85
86 - 90	49
91+	14
<b>Total</b>	<b>1021</b>

#### **4. Current Care/Sheltered Housing in WD and Shifting the Balance of Care**

Table 3 below shows the location and size of the Care Homes and sheltered housing developments in West Dunbartonshire:

**Table 3**

<b>Care Homes at February 2010</b>		
<b>Location</b>	<b>Ownership</b>	<b>Units</b>
Clydebank, Boquhanran House*	WDC	27
Clydebank, Clyde Court*	Private	70
Clydebank, Edinbarnet*	Private	50
Clydebank, Frank Downie*	WDC	21
Clydebank, Hillview*	Private	150
Old Kilpatrick, Mount Pleasant*	WDC	36
Dumbarton, Dalmoak*	Private	27
Dumbarton, Dalreoch House*	WDC	37
Dumbarton, Castlegreen St*	Private	60
Dumbarton, Langcraigs*	WDC	36
Dumbarton, Willox Park	WDC	32
Dumbarton, Strathleven	Private	21
Balloch, Sunningdale	Private	17

<sup>9</sup> Allocations e-mail 13/05/10

<b>Sheltered Housing Complexes at February 2010</b>		
<b>Location</b>	<b>Ownership</b>	<b>Units</b>
Clydebank, Hogan Court*	WDC	20
Clydebank, Melfort Ave*	WDC	20
Clydebank, Mill Road*	WDC	24
Clydebank, Nairn Pl*	DPHA	35
Clydebank, Pattison St	MBHA	15
Clydebank, Ramillies Ct*	Trust HA	46
Clydebank, Shaftesbury St	DPHA	35
Clydebank, Second Ave *	WDC	20
Clydebank, Young St*	WDC	22
Old Kilpatrick, Church Place*	Trust HA	26
Dumbarton, Church Court*	Bield HA	51
Dumbarton, Westbridgend*	WDC	70
Dumbarton, Greenhead Gdns	MBHA	13
Vale of Leven, Brooklands	MBHA	26
Vale of Leven, Gray St*	WDC	28
Vale of Leven, Bridge Court*	Bield HA	45
Vale of Leven, Manse Gardens*	WDC	11
Vale of Leven, Oakbank	Bield HA	28
Vale of Leven, Thomas St*	Bield HA	25
Vale of Leven, Waterside View*	Cordale HA	40

\* Indicates Registered with Care Commission as a housing support service

It has been agreed to report annually to WDC Social Work and Health Improvement Committee on Care Commission inspections of registered services.<sup>10</sup>

## **5. Suitability of Current Provision**

A key objective of the Best Value Review of Older People's Services is to support older people to live at home by providing person centred and personalised support. When they can no longer live at home, it is the Council's aim to ensure their support needs are met in as homely surrounds as possible, in settings that exceed national standards.

WDC recognizes that some of its Care Home facilities do not meet the national standards required by the Care Commission particularly in respect of:

- Minimum space standards and accessibility requirements
- Client to staff ratios

<sup>10</sup> Best Value Review of Provision of Care for Older People in West Dunbartonshire to 2025 - WDC Report to Social Work and Health Improvement Committee 20 January 2010

- Staff qualification levels
- En-suite washing and toilet facilities for each room.

While the Care Commission is not yet strictly enforcing these standards, the shortcomings will require to be addressed over the coming few years. In particular, it has been calculated that significant investment will be needed to provide en-suite facilities at Dalreoch, Mount Pleasant, Frank Downie, Boquhanran and Willox Park. The last two premises are thought to be especially problematic and expensive in this regard. It is also noted that any remodeling of this nature will result in a reduction in the number of places available and could have an adverse affect on the weekly cost of provision.

In terms of the need for reprovisioning, Social Work Department have indicated the priorities as follows:

Highest Priory: Willox Park and Boquhanran House.

Next Priority: Frank Downie House

Lower Priority/ Possibility for Remodeling: Dalreoch House and Mount Pleasant

Future Secure/Maintenance Only: Langcraigs

The Best Value Review contains a number of recommendations which bear on the future provision of housing for older people including the following:

- The Council should commission all care home services from the private and voluntary sectors, and seek to develop care home services as specialist services for people with very high dependency needs and mental health problems, particularly severe dementia, and to offer rehabilitation and enablement, and respite services
- The Council should engage with care home providers about the sustainability of their services against increased quality standards, and whether there will be a need for commissioning new care home developments
- The Council should identify those sheltered housing developments which have the potential to be developed as extra care housing and should establish a development programme to meet this objective
- The Council should work with SG HID and housing associations to establish a new build extra care housing development programme
- The Council should work with private developers on a programme of special needs housing for owner occupation
- The Council should maximize the capital generated from reducing its directly provided care home provision to contribute towards the capital cost of developing extra care housing and investing in technological developments.

Clearly there is a theme that meeting the increased demand/need for care for older people being brought about by demographic change brings significant challenges, not least of these being financial ones.

There is limited information available on the suitability of much of the private sector housing stock for the elderly. The HNSS identifies the shortage of houses without stairs as a factor contributing to some of the housing pressures in West Dunbartonshire.<sup>11</sup> *Does the new Private Sector HCS provide any further useful information?*

## 6. Planned Capital Investment

A number of new Sheltered/ Care / Residential Nursing complexes are planned in West Dunbartonshire. These proposals are at varying stages of development and not all will come to fruition. Table 3 below indicates the size, location, ownership, and estimated completion date of these complexes. Where known, proposals for residential nursing homes are included. Those marked with an asterisk are included within the annual WDC Strategic Housing Investment Plan 2011/12 – 2015/16 (SHIP)<sup>12</sup> and there is a confidence that these will be funded and delivered within the timescales indicated. The projects listed as “private” are for residential nursing homes and there is more uncertainty about these proposals.

**Table 4**

<b>Sheltered Housing/Care Complexes Proposals at February 2010</b>			
<b>Location</b>	<b>Ownership</b>	<b>Units</b>	<b>Year</b>
Clydebank, Auchentoshan	Private		
Clydebank, “Care Project”	HA TBC		
Clydebank, Cochno Waterworks	Private		
Dumbarton, Garshake Road	Private		
Dumbarton, Harbour*	Bield HA	44	11/12
Dumbarton, Methlan Park*	Loretto HA	30	11/12
Vale of Leven, Lesser Boll of Meal	Private		

The SHIP 2011/12 -15/16 plans to provide a total of 448 new build homes over the next 5 years: 171 of these are for “special needs” purposes, including the 74 shown in Table 3. The detailed housing mix for a number of the proposed new build developments has not yet been confirmed but it is anticipated that most of these special needs units will be for elderly amenity housing.

It should be noted that preparation has begun of the new WDC Local Housing Strategy (LHS) which is scheduled to be published in September 2011 and will

<sup>11</sup> WDC HNSS op cit

<sup>12</sup> Draft WDC Strategic Housing Investment Plan 2011/12- 2015/16 Report to HEED Ctee 02/02/11



cover the years 2011/12 – 2015/16. A full reassessment of the strategic aims of the LHS will be carried out in drawing up this new plan. The LHS consultation process will consider the developing priorities for housing for older people and the response options available. As part of a process of integrating plans and strategies into the local housing strategy and alignment of outcomes with the SOA, the new style LHS incorporates a new duty to identify how housing support needs will be addressed.<sup>13</sup>

It will be important to link funding needs for older people to the LHS and the SHIP. This is particularly important in view of the removal of ring-fencing to funding of housing support services.<sup>14</sup>

In respect of new supply house building, the WD Local Plan strongly encourages developers to employ inclusive design principles and to comply with the Housing for Varying Needs guidance.<sup>15</sup>

## **7. Aids and Adaptations**

Aids and adaptations are key tools in the task of enabling older people remain in their own homes longer. In arriving at the backlog housing need figure for the Housing Needs and Supply Study, and for the current SPDA HNADA, consideration was given to the number of households who required aids/adaptations to remain in their house and also, importantly, the funding likely to be available to provide them.

Currently WDC funds £286,000 of aids and adaptations which allow people to live in their own homes. In addition SG HID makes available to housing associations funding for Stage III Adaptations. The SHIP has allowed for £1.1M Stage III funding over the next five years. It is intended that an exercise be carried out to harmonise the procedures involved in processing these two major aids/adaptations funding streams.

Lomond and Clyde Care and Repair (LCCR) provides a vital service in West Dunbartonshire in assisting elderly, disabled and other at risk residents maintain a safe and independent environment within their own home. LCCR receives funding of approximately £600K per annum, of which £500K comes from the Council.

The increasing use of “Smart technology”, including *telecare* and *telehealth* systems, provides opportunities for meeting the objectives in this field but these

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<sup>13</sup> SG Local Housing strategy Guidance June 25, 2008

<http://www.scotland.gov.uk/Publications/2008/06/25093503/0>

<sup>14</sup> Ring fencing for Supporting People services was removed in April 2008

<sup>15</sup> WD Local Plan Adopted Plan 2010 Policy H4 Housing Development Standards

advances will come at a cost. Nonetheless, this is certain to be a growth area in housing for older people in the coming period and one which the Council is committed to developing.