



**Stirling's
Local Housing Strategy
2012**

Section 5

Particular Housing Needs

Consultation Report

March 2012

Consultation on Stirling's Local Housing Strategy 2012

This Consultation Report is one of five that are being produced as a contribution to the development of Stirling's Local Housing Strategy 2012.

The full list of Consultation Reports is as follows:-

1. The Need & Demand for Housing
2. House Condition, Energy Efficiency & Fuel Poverty
3. Viable & Sustainable Communities
4. Homelessness
5. Particular Housing Needs

The Consultation Reports are available on the Council's [LHS webpage](#)

This Consultation Report was discussed by the Strategic Housing Forum in February 2012 and by the Council's Housing and Social Services Strategy Group in March and June 2012.

For Further Information

Write to:-

LHS Consultation
Housing Services (Room 124)
Viewforth
Stirling FK8 2ET

Phone 01786 442884 or [email](#)

Particular Housing Needs

This Section of the LHS looks at meeting the housing and support needs of those with particular housing needs. This includes:-

- Outcome, Objectives and Single Outcome Agreement Indicators older people
- The Context - Changing models of care & support
 - Shifting the balance of care
 - Some of the key approaches to care and support
 - Housing support
 - Joint working
 - Other key issues
- Older people
- People with physical disabilities
- People with learning disabilities
- People with poor mental health or ARBD and people who misuse drugs & alcohol
- People subject to domestic violence
- Vulnerable young people
- Students
- Black & minority ethnic communities (BME)
- Gypsy travellers & show travellers

Outcome & Objectives

The following outcomes are proposed. These are closely linked to a number of indicators identified in the Council's Single Outcome Agreement (see Appendices).

Outcome 1 : People with particular needs are able to stay at home or to return home with appropriate support

Outcome 2 : People with particular needs have an improved range of choices, assisted by good advice and information

Outcome 3 : Improvements in home safety which ensure that the incidence of trips and falls is minimised

Outcome 4 : A recognition or the needs of the families of children with particular needs

The Context - Changing models of care & support

In focussing on particular housing needs, this Section of the LHS looks at trends in the need for care, support and accommodation. It also looks at the needs of specific groups. Some of the trends have developed as a result of changing philosophies of care and different approaches to delivering services but some are driven by reducing budgets which mean that change is enforced. Some issues examined here are covered in more detail in other sections of the LHS eg Section 3 : Viable and sustainable communities and Section 4 : Homelessness.

Some of the key issues for the next five years are:-

1. The need to plan for the projected dramatic growth in the number of older people, particularly those over 85
2. The increasing number of people with learning disabilities wishing to lead an independent life in their own home
3. The continuing need to assist young people leaving care with appropriate accommodation and support
4. The shift in the balance of care away from acute and residential services to reablement and care at home
5. Most people with particular needs will have their accommodation needs met through the housing market or via the normal allocation systems of the Council / RSLs
6. The varying needs of the population will be met through new build and adaptation with appropriate care & support including telecare and telehealth. In practice this means that, apart from accommodation for those with learning disabilities, there has been a clear move away from grouped accommodation such as sheltered housing to individual homes in the community
7. The importance of joint working and planning across services ie Council Social Services, NHS, the 3rd Sector and the independent sector
8. Learning to manage reduced resources.

Shifting the Balance of Care

The recent change in the approach to what is known as the balance of care has major implications for accommodation providers.

Increasingly the focus of the Government and the Council is on shifting the balance of care away from solutions which involve care in a hospital or a home and

Healthier Scotland describes Shifting the Balance of Care as shifting:-

- *towards prevention*
- *who delivers care*
- *the location of services*

They identify eight key improvement areas¹

1. *Maximise flexible & responsive care at home with support for carers*
2. *Integrate health & social care and support for people in need and at risk*
3. *Reduce avoidable unscheduled attendances & admissions to hospital*
4. *Improve capacity and flow management for scheduled care*
5. *Extend scope of services provided by non medical practitioners outside acute hospital*
6. *Improve access to care for remote & rural populations*
7. *Improve palliative and end of life care*
8. *Improve joint use of resources (revenue and capital)*

towards getting older people 'back on their feet' and back into their own homes as quickly as possible through the use of anticipatory care, intermediate care, reablement and telecare. The development of this approach in Stirling has involved and continues to involve committed partnership working between the Council, Forth Valley NHS, the independent sector and the third sector.

Given the health inequalities in the Council area, a key focus is increasing the rate of health improvement in deprived communities. There is also a constant focus on the need to provide accessible services in Stirling Rural sub area and the National Park, particularly the more remote rural areas where service planning can be challenging and costs high.

The Council, the health board and their partners are working on other aspects of the shift in the balance of care which will be developed further as time and budgets allow. These include telecare, anticipatory care and improving intermediate care¹. Particularly important in this context is the Change Fund² made available to assist fundamental change in the way that health and social services are delivered.

Some key approaches to care and support

Intermediate Care : This is a service provided on a short term basis in a residential setting or at home (usually about 6 weeks) for people who need some degree of rehabilitation and recuperation. Its aims are to prevent unnecessary admission to hospital, facilitate early hospital discharge and prevent premature admission to residential care. Services are time-limited with time scales being dependent on the needs of the individuals and the nature of their condition. There are two forms of Intermediate Care:-

- **Residential Intermediate Care** where people may be in a care home setting for 6 weeks, being given assistance and therapy to recover their independence as far as possible. In the future it is expected that the need for Intermediate Care will continue to grow and will be an integral part of helping people to continue living at home for longer. The Council currently delivers Intermediate Care from 3 Council run care homes.
- **Home care Reablement** The Council has set up specialist home care reablement teams which provide intensive short-term support aimed at maximising independent living skills. Research evidence suggests that the benefits of home care reablement may be significant and sustained.

Telecare : Telecare in its basic form has been around in Stirling for many years; it is the MECS alarm call system. More sophisticated Telecare involves the remote delivery of care services within the home, by telecommunications or computerised services. It usually takes the form of sensors or alerts which are triggered with the occurrence of events such as falls, floods or extremes of temperature. There is evidence that telecare can provide significant benefits for older people and carers, as part of a package of support to maintain independence and wellbeing. Integration of telecare with the remote provision of health services, known as telehealthcare, is also under development.

The number of new people receiving Telecare services has grown significantly over the last 4 years and is expected to continue to grow in 2012 and beyond.

¹ <http://www.shiftingthebalance.scot.nhs.uk/>

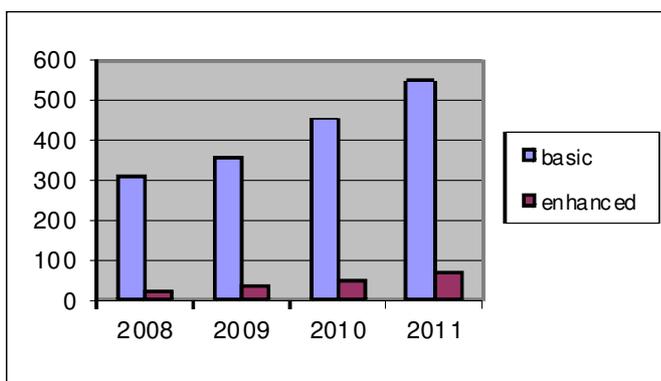
² <http://www.scotland.gov.uk/Topics/Health/care/reshaping/changefund>

Table 5.1 : Telecare installations 2008 to 2011

	basic	enhanced
2008	308	21
2009	356	35
2010	453	47
2011	548	68

Source : Stirling Council Social Services

Figure 5.1 : Telecare installations 2008 to 2011



In June 2011, 1,757 clients of the Council's Social Services had MECS installed and 124 had enhanced Telecare.

Reducing delayed discharges : Delayed discharges from hospital and residential intermediate care can happen when a person has no home or their home is not appropriate to meet their needs or their support package is not in place. The definition of delayed discharge was recently reduced from 6 weeks to 4 weeks. 4 weeks is still a long time and, while this is not perceived as a significant problem area, the Housing Service plans to examine whether it can assist in improving performance.

Housing support

Scottish Government defines housing support services³ as any service which provides support, assistance, advice or counselling to an individual with particular needs with a view to enabling that individual to occupy, or to continue to occupy, residential accommodation as the individual's sole or main residence

Housing support has a pivotal role to play in enabling people to avoid homelessness and to manage their tenancies independently in the long term. For those who do become homeless it can assist the transition through temporary accommodation into a permanent tenancy, maximising incomes and addressing issues of debt, stabilising the tenancy and ensuring that repeat homelessness does not occur. Most homeless people are vulnerable and have particular needs of one sort or another.

³ Housing (Scotland) Act 2001, Prescribed Housing Support Service (Scotland) Regulations 2002).

Housing support also contributes to the wider agenda of enablement and 'shifting the balance of care' for people with community care needs by providing services which promote people's independence.

Housing support is closely linked to the prevention work undertaken through the Housing Options approach adopted by the Housing service in Stirling. This aims to assist people to identify the best housing option and to signpost them appropriately within the Council or to partner agencies. Stirling Council is part of the West of Scotland Hub which is promoting the housing options approach to homelessness prevention (See Section 4)

Until 2007/08 it was possible to account for the funds provided to local government for housing support (supporting people funding). In that year Stirling's supporting people budget amounted to nearly £4.5m. For subsequent years, the ring fencing of the supporting people budget was removed and the funding became part of the general fund allocation to local government. Because specific reporting requirements were also lifted at that time, it is not now possible to account specifically for the use of housing support funding for particular needs groups (in 2007/08 this accounted for £3.5m of the £4.5m).

Housing support funded through the Housing service continues to be around £1m a year.

- Half of the budget is used to support the Bridge Project in Stirling which provides accommodation and support to vulnerable young people (see text below on vulnerable young people).
- £135k is used to support Stirling Womens' Aid and its work with victims of domestic violence.
- The balance is used to fund the posts of three staff in the Housing service who provide resettlement support. One of the three works exclusively with people in or moving into private sector tenancies.

Varying levels of housing support is also provided to applicants and tenants by five homelessness accommodation officers and ten housing officers.

Training - There may be potential for housing staff to receive training that would enable them to identify early warning signs in relation to, for example, dementia or fall hazards, and to make referrals

In December 2010 Scottish Government took a decision⁴ that Councils will be required to provide housing support to any homeless person assessed as being in need of it and to extend eligibility for housing support to 'those that live with a housing applicant'. These two measures could mean a significant increase in the number of people qualifying for housing support and the staff time and budgets devoted to it. In January 2012 the Government launched the consultation on regulations⁵.

Joint working

The Council's housing staff and social services staff work together in several forums in order to plan services. Some forums also involve staff from NHS Forth Valley. The following strategic planning and operational working arrangements are kept under review:-

⁴ Housing (Scotland) Act 2010 section 158 amends 32B of the Housing (Scotland) Act 1987 (c.26)

⁵ Consultation on Housing Support for Homeless Households, January 2012

1. Strategic Housing Forum
2. LHS social services sub group which reports to the Strategic Housing Forum
3. There is also a working group in which joint projects are developed and implemented
4. A working group of Occupational Therapists and Housing staff from the Council & RSLs
5. Homelessness partnership
6. Youth housing liaison group
7. Gypsy Traveller working group

Other key issues

Young people with disabilities : In 2008 there were 147 children & young people with disabilities in Stirling Council area⁶. Of these around 130 would need support to live independently.

Table 5.2 : Young people with disabilities in 2008

Disability	Percentage (%)	Accommodation	Percentage (%)
Learning disability	35%	Live with parents,	42%
Learning disability + another disability	32%	Live with family	10%
Physical disability	10%	In residential care or own tenancy	7%
		Unknown	29%

Advice & information : There is a need for improved housing options advice & information to people with particular needs

Rural housing : The Council's large rural areas present specific issues in terms of the needs that are presented and the ways in which those needs are met.

Homelessness : Many of the vulnerable groups that have particular housing needs also face the prospect or the reality of homelessness, particularly vulnerable young people and those with poor mental health problems and at risk of developing ARBD (Section 4 : Homelessness)

Sustainability : In looking at initiatives to respond to particular housing needs, high on the agenda is the need to find sustainable housing and support solutions which minimise the need to travel.

Use of Private Rented Sector : There is little understanding about the ways in which the private rented sector in Stirling meets the accommodation requirements of people with particular housing needs, especially the elderly. This is an issue where better intelligence is needed.

⁶ Children and young people with disabilities : Housing and support needs research, Stirling Council research team, January 2009

Older people

Over the last 15 years, there have been many reports which have had an impact on reshaping the care for older people. These have included the Scottish Office's *Modernising Community Care* in 1998 and the Scottish Executive's *Delivering for Health* in 2005, culminating in December 2011 with the Scottish Government's *Strategy for Housing for Older People*⁷.

In Stirling the context of services to older people has been set by the *Single Outcome Agreement 2008-2011*, the capacity plan for the *Delivery of social services to older people* in 2010 and in 2011 the report *Reshaping older people's care: right service, right place, right time* was approved by the Council.

Demographics : While the population of both Stirling and Scotland is increasing steadily, the 65+ age group is increasing at a much faster rate.

The GROS 2008-based projections suggest that whilst Stirling's total population will increase by 5.8%, over the period from 2010 to 2030 (Scotland 6.0%), over the same period the number of people aged 65 + will increase by 51%⁸ (Scotland %) and those who are 85+ by 120%⁹ (Scotland 84%).

Table 5.3 : Population change in Stirling & Scotland (2010 to 2030)

	Population				Change relative to 2010		
	2010	2015	2020	2030	2015	2020	2030
Stirling	89k	90k	91k	94k	1.3	2.9	5.8
Scotland	5,211k	5,306k	5,394k	5,524k	1.8	3.5	6.0

GROS Mid-2008 Population Estimates

Table 5.4 : Population change in Stirling by age group 65+ (2010 to 2030)

	Population				Change relative to 2010		
	2010	2015	2020	2030	2015	2020	2030
65-74	8393	9591	10051	11012	14%	19%	31%
75-84	5068	5844	6515	8066	15%	28%	59%
85+	1903	2193	2724	4198	15%	43%	120%
Totals 65+	15364	17628	19290	23276	14%	26%	51%

GROS Mid-2008 Population Estimates

⁷ Age, Home and Community: a Strategy for Housing for Scotland's Older People: 2012 - 2021, Scottish Government 2011

⁸ GROS 2008-based projections

⁹ ibid

Not all of this increasing population of older people will require special accommodation and/or support services, however. By applying prevalence rates to the population projections, it is estimated that the number of older people with a moderate to severe disability, dementia or a learning disability will increase from 4649 to 5340 (30%) to 2020.

Table 5.5 : Projections of disability, dementia and learning disability in 65+ age group

Condition	Population			Change relative to 2010	
	2010	2015	2020	2015	2020
Dementia	817	945	1105	16%	35%
Physical Disability	3756	4308	4864	15%	29%
Learning Disability	76	87	95	14%	25%
Totals	4649	5340	6064	15%	30%

Source: Stirling Council

Dementia Although prevalence rates for dementia stay constant, the number of people with dementia is increasing due to the increasing number of elderly people particularly the very elderly. Prevalence rates tend to be higher for women than for men, particularly beyond 85. In the 70 to 74 age group the rates are 3.8% & 3.2% and for the 90/94 age group the rates are 44% & 29%.

Table 5.6 : Estimated cases of Dementia in Stirling in 2011

	2011
Dementia in under 65s	55
Dementia in age 65+	1378
Total	1433

Source: Alzheimer Scotland

Physical disability and Learning disability : The needs of older people with a physical disability or a learning disability are considered later on in Section 5.

Fuel poverty : It is now well documented that older people, particularly those in rural areas, are more likely to suffer from fuel poverty. This is an issue which is addressed in more detail in Section 2 of the LHS.

Care and support to client groups

Recent work by the Council and the Health Board looked at the care and support provided to various client groups. Described below are details of the services provided to clients with learning disabilities, physical disabilities, mental health problems and dementia. The services include care at home, day support with community based respite, care home placements and respite care

Table 5.7 : The care and support provided by client group¹⁰

	Care at home		Day support + respite care		Care Home Placements		Respite Care	
	No	%	No	%	No	%	No	%
Learning Disabilities	21	0.4	10	0.1	17	0.4	1	0.1
Physical Disabilities * ¹¹	2023	70.9	250	8.4	469	19.8	118	4.6
Mental Health	29	0.6	9	0.2	21	0.5	1	0
Dementia Services	68	2.0	30	0.7	118	4.4	12	0.3

NB The percentages are the % of the client group population

Shifting the balance of care for older people

In June 2011 the Stirling Council approved a strategy for *Reshaping Older People's Care*¹². The strategy document quotes a Department of Health report¹³ which says that *the single biggest discovery by adult social services in the last decade is that many older people will recover from ill health with the right treatment and support.*

The Council's strategy describes how the Council was one of the first in Scotland to design and deliver a successful reablement service to older people. Rather than staff assisting clients by doing things for them, reablement focuses on staff assisting clients to be able to do things for themselves in their own homes, with reduced reliance on formal care services.

As a sign of the shift in care actually happening, between November 2009 and January 2012 the balance of care in Stirling has risen from around 18% to 33.6% ie an increasing proportion of people are being supported at home rather than being taken into long-term care in a care home or in hospital. The use of care home beds has reduced since late 2009 but will level out with the increasingly aged population and the expected increase in need for specialist care for people suffering with dementia.¹⁴

Table 5.8 : The Shift in the Balance of Care 2010 to 2012 (Percentages)

Types of Care	January 2010	January 2011	January 2012
Long term care	68.0	64.0	62.1
Over 10 carer hours	25.6	29.4	33.6
Health beds	6.5	6.6	4.3

¹⁰ Joint Capacity Planning for Health and Social Care Needs in Stirling, Report to the Health and Social Care Executive Group, 12th April 2010

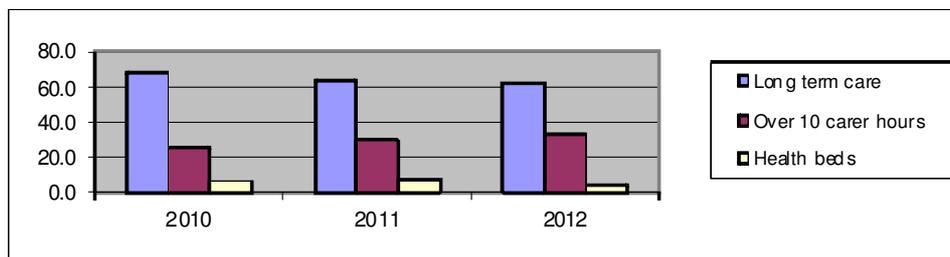
¹¹ There are others who will have received equipment and adaptations and/ or direct payments

¹² Reshaping Older People's Care: Right Service, Right Place, Right Time, Stirling Council, June 2011

¹³ Use of Resources in Adult Social Care, Department of Health, Oct 2009

¹⁴ Joint Capacity Planning for Health and Social Care Needs in Stirling

Figure 5.2 : The Shift in the Balance of Care 2010 to 2012 (Percentages)



Housing's contribution : Other assistance which is critical to enabling older people to stay in their own homes includes the following contributions from Housing services which are discussed later in this section after the description of the existing provision of accommodation for older people:-

- More houses which are appropriate to the needs of older people
- An allocations policy which promotes downsizing
- Access to adaptations
- Access to care & repair and a handy person's service
- Help when moving or having the house upgraded or decorated

Existing accommodation for older people

Residential care and nursing homes : Within the Stirling Council area, there are 18 residential care and nursing homes. They provide a total of 608 places of which 466 are in the Stirling Core sub area, 56 in the Rural Stirling sub area and 86 in the National Park, mainly in Callander.

Table 5.9 : Residential care and nursing homes in March 2012

	Homes	Bed Capacity		Stirling Council Placements
		Total beds	EMI placements	
Stirling Core	12	466	45	295
Stirling Rural	2	56	0	27
National Park	4	86	8	50
Totals	18	608	53	372

EMI = Elderly Mentally Ill.

Specially designed housing for elderly people

There is a total of 770 places for elderly people in houses specially designed or particularly suitable to the needs of older people. 289 of these are sheltered housing places¹⁵ of which 26 are provided by the Council and 263 by RSLs. Of the 256 amenity older persons houses for rent, 214 are provided by the Council and 42 by RSLs.

Table 5.10 : RSL rented houses for Older People

	Sheltered	Medium dependency
Bield HA	102	0

¹⁵ Bield HA is planning to remodel its 3 sheltered housing schemes in Stirling (100 units) as retirement housing offering 'an enhanced, locally based, housing and property management service to our tenants. Within this model, prescribed housing support services will cease to be delivered but will be supported by a Tenancy Sustainment Service'.

Consultation on Stirling's LHS 2012
Section 5: Particular Housing Needs



Cairn HA	37	0
Hanover (Scotland) HA	95	0
Paragon HA	0	20
Trust HA	29	22
TOTALS	263	42

Source : APSR Returns March 2011

Table 5.11 : Specially designed housing for elderly people

	Locations	Total	Stirling Core	Rural Stirling	National Park
Sheltered housing to rent*	9	289	223	18	48
Amenity and elderly persons housing to rent	26	256	204	26	26
Abbeyfields (to rent)	3	25	17	8	0
RSL shared ownership scheme	1	28	28	0	0
RSL private sheltered housing	3	96	96	0	0
Private sector retirement accommodation	2	76	76	0	0
Totals	45	770	644	52	74

*does not include Blackwood at Broom Court, Stirling (49) and Bridge of Allan (21) or Trust in Killin (16) which has been converted to general needs housing.

Meeting the existing and future needs of older people

Consultation : In developing this strategy consultation has taken place with Stirling's Older People's Reference Group, the 3rd Sector Providers Group and Stirling's Multi Cultural Partnership. There remains a need to improve communications, however, so that the Council and its partners have a better understanding of the needs that exist and the views of those with community care needs.

In discussion a number of issues have become clearer. One of these is that many older people prefer a house with two bedrooms rather than one so that relations, friends and/or a carer can come to stay. This has been made more difficult by the changes in welfare benefits. Another issue is that rooms need to be larger to be able to cope with some of the equipment that may be required to make independent living possible.

Advice & information : Through its housing options staff, the housing service already provides advice to people with community care needs. Through staff training, it is hoped to improve the quality of advice services and to provide more proactive personal housing planning.

Downsizing within Council stock : The Council has recently amended its housing allocations policy to give greater recognition to the importance of enabling people to move to a smaller house. The number of under-occupation points to be awarded has been increased from 10 points per unused room to between 70 and 125 points, depending on the number of unused rooms

Conversion of Council stock A bid has been made to the Change Fund for £50k per annum to convert 15 council bungalows and ground floor properties to amenity standards which meet the needs of older people and disabled people.

New house building: While previous Strategies have identified the need for specific numbers of new houses for older people, the emphasis now is on all new housing meeting the needs of older people and other people with particular housing needs (see below).

The changing philosophies towards the provision of housing and care for older people also involves a move away from the provision of more sheltered housing which many people understand and appreciate as a concept.

The Council and housing associations now build houses that meet 'varying needs' standards¹⁶ which are intended to enable the house to meet the needs of householders as they move through the stages of life. Increasingly new houses in all sectors should seek to meet the needs of those with dementia who have very specific design criteria¹⁷.

In the private sector the concept of 'lifetime homes' has been introduced - this means that any houses built under the 2010 Building Regulations (and later) will have to be 'reasonably suitable for people with mobility difficulties'. This should ensure a significant improvement in the suitability of private sector homes in relation to the needs of those with particular housing needs. In the past the private sector has lagged far behind the public sector in this regard.

Through planning policy and in negotiation with developers, the Council is seeking to promote sites that are particularly suitable to older people and people with disabilities and to encourage the construction of smaller, lower priced homes which are more appropriate to older people and more accessible to people on 'low and modest incomes' (see Appendices).

The Council is keen to underline to developers how important it is for all sectors to seek to meet the needs of those with particular housing needs, especially the elderly. To assist this process, the Council considering working in partnership with a private housebuilder to develop a project to demonstrate how the private sector might meet the needs of elderly people, particularly those with dementia.

The Council's own new build programme now tends to focus on the construction of bungalows which are particularly suited to the needs of older people and disabled people. The Council has secured part funding from Scottish Government to build 36 bungalows over 6 locations; of these 30 bungalows are to be provided in Stirling Core and 6 in Stirling Rural.

While improving standards will improve the suitability of the housing stock for older people and those with restricted mobility, there will still be a need for houses which meet all the needs of people in wheelchairs.

Private retirement housing : As part of the drive to secure a range of more appropriate housing for older people, the Council will encourage the construction of private retirement housing. This will be an option not open to many and inappropriately expensive to some. It is, however, an option worth pursuing if it does meet some local needs. More private retirement housing would

¹⁶ <http://www.archive2.official-documents.co.uk/document/deps/cs/HousingOutput/start.htm>

¹⁷ The Dementia Centre at Stirling University promotes additional design features beyond varying needs that would assist someone with dementia to stay at home. These include en-suite bathrooms designed so that the toilet can be seen from the bed - a simple but important design feature for someone with dementia.

enable people to trade down as they get older and to live in accommodation more suited to their needs. It would also free up large family homes and reduce the number of owners seeking council housing.¹⁸

Residential Care Homes : Given the shift in the balance of care, the Council's general approach is not to support an increase in the number of residential care homes for older people. Those residential care homes continuing to provide a service will be encouraged to meet the needs of the expected increase in the number of people suffering with dementia, for example.

The Council's 2011 report on Reshaping Older People's Care says that 'the objective is to avoid admission to longer term care or at least delay this until living at home is no longer a possible option'. The significant reduction in the need for care beds was noted in the report. From a Planning point of view, the Council's draft LDP policy 7 (1c) says that 'public and private nursing / residential care home accommodation will only be supported where it meets locally generated demand and is consistent with the Council's approach to reshaping older peoples' care' (see Appendices).

Acquisitions : In 2009 the Council agreed a policy that enables the acquisition of a limited number of private sector properties that meet the needs of older people and households with a disability. To date, 15 ground floor properties suitable to older people have been acquired as a result of this strategy; most have been used as homeless accommodation. One property is a bungalow which was upgraded to amenity standards. Depending on the availability of the budget further acquisitions may be possible.

Telecare : See 'Context' above.

Housing adaptations : Stirling's HNDA 2011 suggested an outstanding need for 934 adaptations. This figure was an average of a range of indicators¹⁹ including the local OTs' caseload of 321 which is acknowledged to be an underestimate the actual need, much of which is likely to be unexpressed.

The Council and its partners undertake adaptations in a number of ways:-

- Adaptations to the private sector housing stock are funded through the Council's general services budget. Expenditure is no longer ring fenced but has been seen as a priority by the Council and has increased in recent years. At present the private sector disabled grants budget stands at £400k and achieves 100 to 120 adaptations a year. While this budget tends to be able to meet present day demands, it is likely that as the balance of care agenda develops, the pressures on the budget will increase.
- Adaptations to the Council housing stock through a special adaptations budget which is fully funded from rental income. In 2011/12 the budget stands at £700k and achieves around 140 adaptations a year
- The Council's Social Services have an equipment budget, of which around £90k per annum tends to be spent on around 80 projects from small items such as handrails at £130 to between £1k and £4k for the installation of stair lifts and hoists

¹⁸ A recent analysis of council house waiting lists identified 23 older owner occupiers with full medical points (and therefore very high priority for rehousing).

¹⁹ Sources include the Councils 2007 housing needs study, the Council & NHS OTs' assessment of the need for adaptations and Scottish House Condition Survey data.

Consultation on Stirling's LHS 2012
Section 5: Particular Housing Needs



- Each year in Stirling, each of the housing associations receives from Scottish Government an annual funding allocation for Stage 3 adaptations. The three local RSLs typically undertake around 50 adaptations per annum. In 2011 the Scottish Government suggested changing the rules so that RSLs would be required to fund the first £1,000 of the cost of any adaptation. If implemented, this would create a significant threat to the future programme of adaptations carried out by RSLs. At February 2012 the funding of RSL adaptations remains uncertain. To mitigate against the worst impacts of any change, there is a proposal to seek funding of £32k per annum from the Change Fund to pay the first £1k of 32 adaptations.

Table 5.12: Stage 3 Adaptations in Stirling

	Paragon		Forth HA		RSHA		Total	
	Units	Cost	Units	Cost	Units	Cost	Units	Cost
2010/11 actual	6	£15k	18	£27k	24	£41k	48	£83k
2011/12 estimate	6	£22K	18	£33k (£26k grant)	28	£42k	52	£97k
2012/13 estimate	6	£23k	20	£39k	28	£42k	54	£104k

The figures above are the capital costs only. They exclude the administrative & management costs for which RSLs receive 10% of capital costs within the overall grant allocation.

- The Transitions and Support Division of Scottish Government has pointed to the fact that the Change Fund can be used to fund adaptations.
- Through their Adaptations Group, Scottish Government is looking at the whole system of funding adaptations.

Database of adapted houses : On occasions when adapted houses become available it is not always possible to match a new household to that house or to the particular adaptations it contains, resulting in the adaptations being removed. This situation would be improved if there were a better database of adapted houses. This is being built up over time by the Council's management and maintenance staff.

Working with OTs : The Council's housing service, the local housing associations and occupational therapy staff from the Council and the NHS meet together quarterly. This group is committed to improving and speeding up processes relating to the provision of equipment & adaptations.

Consideration is presently being given to the Housing Service employing an Occupational Therapist (OT) to undertake some medical priority assessments and speed up assessments relating to the provision of aids and adaptations

Equipment & minor adaptations - In order to improve the provision of equipment & minor adaptations, consideration will be given to emulating the Equipu project in the Forth Valley. Equipu is a partnership of local authorities and health services in the West of Scotland which supports those who need assistance to live at home.²⁰

²⁰ According to the website <http://www.glasgow.gov.uk/en/News/Archives/2009/March/equipu.htm> 'people receive the equipment they need more quickly thanks to a simplified system that allows a range of staff including community nurses, physiotherapists and occupational therapists to make assessments and directly place orders'. 'Substantial savings are made as a single store ensures much greater efficiency in the recycling of equipment that is no longer needed. In 2011 over 80,000 pieces of equipment worth £2million were recovered and reconditioned for future use'.

Care & repair : The care & repair service has been operational for many years and is an important part of the range of services that make it possible for people to stay in their own homes. It is likely to become increasingly so.

For a number of years the service undertook repairs of under £500 for private sector tenants & owner occupiers who are 60+; around 480 people received a service in 2009/10 and 526 in 2010/11. In April 2011, the Council increased the expenditure limit to £1,000 but access to the service is now means-tested. In 2011/12 the annual budget stands at £75k.

Through the Change Fund, it is hoped to extend care & repair with a Slips, Trips & Falls Project. £50k per annum has been sought to assist older home owners and private sector tenants to identify slip, trips and fall hazards. Works would include lowering door thresholds, regrading footpaths and tidying up loose floor finishes, trailing cables etc.

Assistance to older people: RSVP Forth Valley has a Handy Persons Project involving 10 volunteers who do small jobs such as:-

- Changing light bulbs and tap washers
- Changing curtains and fixing curtain rails
- Assembling flat packs and sorting out doors that stick
- Removing or putting up shelves, hanging pictures and fixing toilet seats
- Checking batteries in smoke alarm

The Group does not undertake decorating, gardening or any heavy lifting jobs. The service is free but clients are expected to pay for materials.

The Council runs a garden maintenance scheme which benefits older people and people with disabilities. There may be potential in taking an overview of the Care & Repair and Gardening Services to review whether they meet the need, whether they are being delivered in a timely, efficient manner and whether they tie in with trips and falls work that is in place or planned.

The Council is presently assessing whether there is scope for developing a project funded through the Change Fund to enable a voluntary organisation to assist older people and disabled people who wish to move house.

The Rural Dimension : It tends to be assumed that rural areas are home to greater proportions of older people. In fact in Stirling the proportions of over 65s and over 80s are essentially the same as in urban areas. Although there are slightly more over 65s in the remote rural areas of the North West and around Balfron, the proportion of over 80s - who are more likely to be the recipients of care - is similar to urban Stirling.

One notable exception is Callander, part of the Accessible Rural area where 24% of the population are over 65 and 8% over 80. However, similar proportions exist within Torbrex and King's Park - included in the Urban Area.²¹

Table 5.13 : Distribution of over 65 and over 80 year olds in Stirling area

Area	Defined as:-	Count of over 65s	Count of over 80s	% over 65s	% over 80s
Urban Areas	Stirling, Bridge of Allan, Bannockburn	7692	2053	16.5	4.4

²¹ Joint Capacity Planning for Health & Social Care Needs in Stirling, Stirling Council (2010)

Accessible Small Towns	Dunblane and environs	1387	326	16.9	4.0
Accessible Rural	e.g. Eastern Villages, Kippen, Callander, Strathblane	4615	1102	16.9	4.0
Remote Rural	e.g. Balfron and the North West	1121	278	18.0	4.5
Total		14815	3759	16.8	4.3

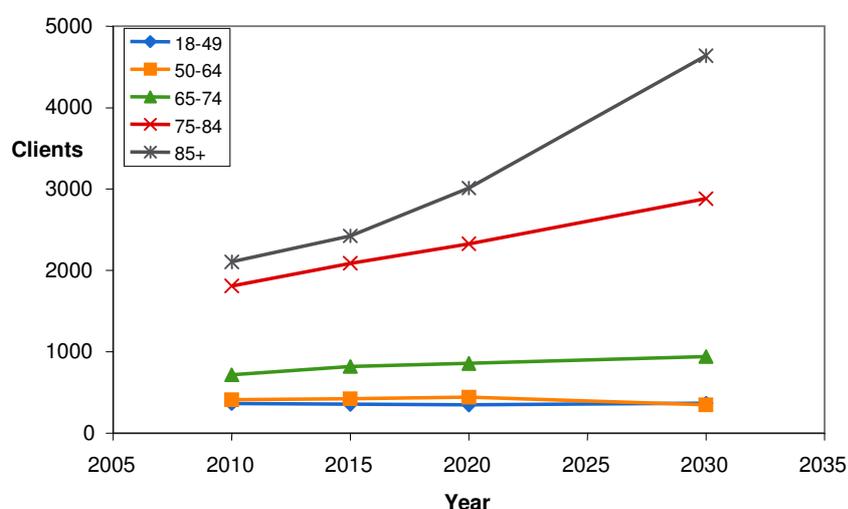
Source : Stirling Council

People with Physical Disabilities

NB Many of the issues and initiatives described above in relation to Older People are also relevant to younger people with physical disabilities.

The figure below illustrates the expected numbers of clients receiving care due to a physical disability which includes people who are frail due to old age²². It suggests an increase in the numbers of physically disabled people from 5,400 in 2010 to 9,200 in 2030²³. The increase is almost exclusively due to the increasing number of older people, particularly those over 85.

Figure 5.3 Projected number of physically disabled clients by age group



The accommodation needs of people with physical disabilities tend to be met in a number of different ways. These include the provision of a limited amount of specialist grouped accommodation, individual houses built to meet specific needs, social rented houses built to varying needs standards, lifetime homes built by private developer and by means of adaptations to existing homes (see Older People above).

²² Source Joint Capacity Planning for Health and Social Care Needs in Stirling, Report to the Health and Social Care Executive Group, April 2010

²³ The 2010 total includes those in receipt of equipment & adaptations, care at home, day support & community based respite, care home placements, respite, direct payments (all Council), OAP beds, frail elderly beds, District Nurse Home Visits, District Nurse Treatment Room & Clinics, OT, Physio and Rehab (all Health Board)

Consultation on Stirling's LHS 2012
Section 5: Particular Housing Needs



Existing Provision : Two Blackwood²⁴ developments between them provide a total of 54 units which meet a range of accommodation and support needs of those with physical disabilities (39) and other disabilities.

Table 5.14 : RSL Houses for People with Physical Disabilities

	Wheelchair housing	Ambulant Disabled
Castle Rock Edinvar HA	2	0
Forth HA	31	11
Hanover (Scotland) HA	1	0
Key HA	1	0
Blackwood	23	16
Paragon HA	2	0
Rural Stirling HA	11	0
TOTALS	71	27

Source : APSR Returns March 2011

Table 5.15 : Existing specialist accommodation - Physical Disability

Blackwood	Units	Total	Total
Broom Court Bannockburn	Supported accommodation unit (including one unit - No 63 Broom Court - which provides 3 respite care rooms)	19	41
	Wheelchair home	13	
	Limited mobility homes	9	
	plus 26 general needs homes		
Lyon Crescent Bridge of Allan	Wheelchair homes	6	13
	Limited mobility homes	7	
	plus 8 general needs homes		
Totals			54

Source: Blackwood website 2011

According to the Housing Plus report²⁵, in addition to the Blackwood accommodation the Council and the three local housing associations in Stirling provide around 70 homes which meet the needs of people with a physical disability ie a wheelchair user or someone who is ambulant disabled. There is a wheelchair flat in Forth HA's women's refuge and, as part of its house-building programme, the Council has built a large wheelchair bungalow for a family in one of the regeneration areas. Two more wheelchair bungalow are planned, one in a regeneration area and one in the Rural Stirling sub area.

The Housing Plus report found that the Council's rural areas were relatively under provided.

Consultation : Consultation with disability groups and experience of developing accommodation for people with physical disabilities has identified the need for:-

²⁴ Formerly Margaret Blackwood Housing Association

²⁵ Community Care Housing Needs Assessment, Housing Plus, 2006

- in-curtilage parking
- space close to home to enable dial-a-journey to get close.
- a recognition of the needs of households who require live-in carers and those with children who have disabilities
- larger rooms to ensure there is space for hoists and other

Meeting future needs Wherever possible, the Council and the local RSLs continue to include wheelchair accommodation in their new build schemes. Other one-off new build projects are also planned in order to meet the very specific needs of particular households. No further grouped accommodation is planned at present.

People with Learning disabilities

It is estimated that around 20 people in 1,000 have a mild or moderate learning disability and that up to 4 people in 1,000 have a profound or multiple disability²⁶. In the Stirling Council area, this would amount to a total of 2,110 people, of which up to 350 had a profound or multiple disability.

In 2010 in Stirling there were 445 adults with learning disabilities known to the Council (247 males and 198 females)²⁷. This represents 6.0 per 1000 of the adult population (Scotland 6.4). 11% of the total (50) were considered to have an autism spectrum disorder (ASD) (Scotland 9%). 33% (148) live with a family carer (Scotland 34%).

ASD has been the subject of a Forth Valley report²⁸ which suggests that there could be 781 people with ASD in Stirling. A 2005 Scotland study estimated the number to be 1 in 110 ie 817 in Stirling²⁹. Of these, 189 are known to the Council (128 are under 18). Meeting the needs of people with ASD will be an increasing priority for the Council over the next 5 years. 3 young people with ASD are accommodated in residential schools outwith the Council area.

NHS prevalence data suggests that the number of people with profound difficulties will increase, due to increasing survival rates of premature babies for example and to a range of other factors such as the increasing life expectancy of adults with Down's syndrome.

The Council and its partners have assumed that there will be a 1% per year increase in prevalence on top of the changes due to population alone. The costs of care are high due to a relatively small number of high cost care packages.

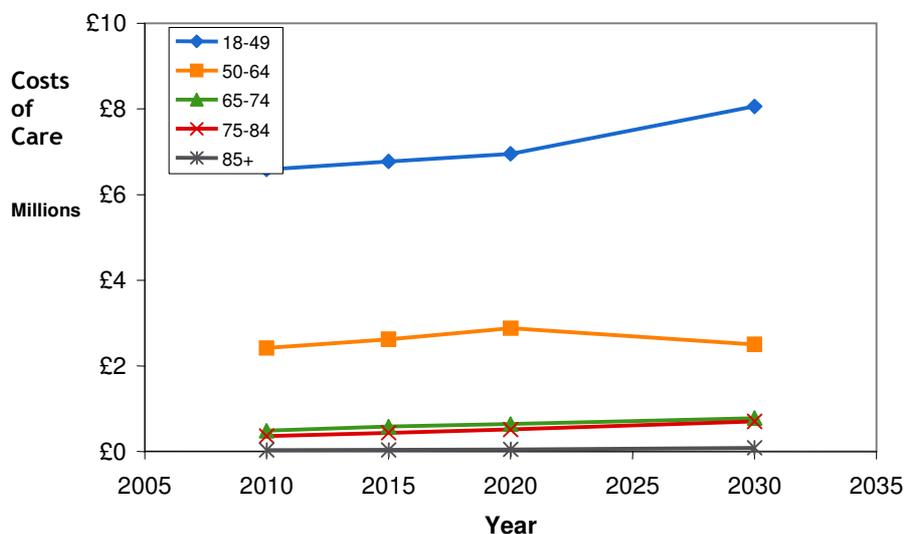
²⁶ The same as you? A review of services for people with learning disabilities, Scottish Government, 2000

²⁷ Scottish Consortium for Learning Disability, Statistics Release: Adults with learning disabilities, 2010

²⁸ Forth Valley Partnership : Initial Report on Autism Spectrum Disorder 2009

²⁹ Cross Party Group on ASD, Scottish Parliament, July 2005

Figure 5.4 : Projected costs of provision for those with learning disabilities by age group



Specialist services Specialist healthcare services for people with learning disabilities who live in Forth Valley are provided by Community Learning Disability Teams and at the 26-bed in-patient unit at Loch View in Larbert. Loch View provides care for people with learning disabilities who require specialist or complex health assessment and treatment which cannot be met in the community. The re-provisioning of Loch View is planned and accommodation for some residents will be provided in Stirling

Accommodation : In Stirling it is estimated that 34% of people with learning disabilities (154) are in accommodation which houses 2 or more people with learning disabilities. 59% of people (263) do not share their accommodation with someone else with learning disabilities³⁰.

47% of people with learning disabilities (211) are in mainstream accommodation, 29% (131) are in supported accommodation and 13% (60) in a registered adult care home. The balance of 45 is either in 'other' accommodation or their accommodation is not known³¹.

The Council's newly completed Torbrex Road development in St Ninians has 11 units, 6 of which are for people with learning disabilities, 3 are for general needs, one is for respite care and one is a staff hub.

A further 13 units (plus a staff hub) are to be provided in 2012/13 by Forth HA in Craighall Street in Raploch, of these 4 units are to be used for individuals with ASD. 6 of the flats will accommodate one person with a learning disability; 7 flats enable some sharing and, in theory, could accommodate up to 16 people (total 22).

In total there are 42 properties which are used for supported living. At present, they provide places for 61 people. All are rented either from an RSL or the Council and all but one are all in the urban area.

³⁰ Source: eSAY 2010 - the Scottish Government Statistics Release: Adults with learning disabilities - implementation of 'The same as you?' Scotland 2010

³¹ Ibid

Table 5.16 : Accommodation with support for adults with learning disabilities

Provider	N° of units	N° of units	N° of people
Key HA	Irvine Place	8	36 (of which 4 are unsupported)
	Princes Street	5	
	Clark Street	17	
	Lamberton Ave	1	
Cowane's HA	Riverside	2	7
	Braehead		
Rural Stirling HA	Callander	1	3
Forth HA	Craighall Street	13	23 (+9 if sharing)
	Bruce Street	1	
	Birkhill Road	3	
Stirling Council	Torbrex Road	6	11
	Mowbray Court	1	
	Glaive Avenue	1	
		59	80

Source: Stirling Council Social Services

Between them the three Care Homes in Stirling for people with learning disabilities accommodate up to 58 people of which only 4 are from the Stirling Council area

- Camphill Blair Drummond provides accommodation for 32 residents of which 4 are from Stirling.
- Ranaich House in Dunblane (13 residents) and Clare House in Dunblane (13 residents) provide accommodation but neither presently has any clients from Stirling

Outstanding needs? Through the use of specifically commissioned care provision and the additional use of Telecare and assistive technology, the Council is looking to deliver increased levels of the support required for independent living. This will have an impact on the number of people with learning disabilities who can be accommodated at home.

The Council's learning disability commissioning strategy 2009³² looked at the further provision of core and cluster developments with a staff hub. The strategy also suggested that with the assistance of telecare equipment, satellite tenancies could be supported from the staff hub.

The commissioning strategy identified a requirement for accommodation to meet the needs of an additional 50 people between 2009 and 2015. 19 to 28 of these have been (or will shortly have been) provided, leaving a balance of 22 to 31 to be provided.

These figures were recently reviewed in light of changing approaches to care and joint commissioning on a Forth Valley-wide basis. This review supported the findings of the 2009 strategy and suggested that following the completion of Raploch 10, there will be a balance of 8 adults requiring specialist accommodation and a further 9 who are likely to require accommodation in the future.

³² Learning Disability Commissioning Strategy 2009 - 2014

Table 5.17 : Accommodation Needs of People with Learning Disabilities in Stirling

Priority		No of service users
1	Urgent and being housed @ Raploch 10	13
2	Priority	8
3	Future needs	9
Total		30

Source : Stirling Council Social Services, March 2012

In view of these statistics, it has been agreed that no further developments of the type provided in Torbrex and Raploch are to be planned. In the short/medium term, needs will be met with individual solutions, some of which may be satellite tenancies supported from the staff base at either Torbrex or Raploch.

Further work is required jointly by Social Services and Education Services to project future accommodation and support requirements. In the meantime, an evaluation will be carried out of the developments at Torbrex and Raploch.

People with poor mental health or ARBD and people who misuse drugs & alcohol

People with poor mental health or ARBD and people who misuse drugs & alcohol have been grouped together in this report because it is often the case that, rightly or wrongly, the Council's Housing Services comes into contact with them when they seek accommodation, sometimes after a period of homelessness. Some can prove to be difficult to house in appropriate accommodation and can present challenging behaviour. Sometimes the support that is required is not available or is not sustained.

There is undoubtedly a need to continue to ensure that allocation policies and medical priority procedures do everything possible to assist people in these groups and that floating support services are available to develop the skills which will enable tenancies to be sustained.

In general terms the Council is committed to seeking to improve policies and procedures and the quality of the accommodation and support (including interim accommodation) available to those with poor mental health or ARBD and people who misuse drugs & alcohol.

People with poor mental health

In 2007 the Mental Health Foundation reported on mental health/ mental disorder within the UK. The report³³ underlined how common mental health problems can be.

- In 2007 an estimated³⁴ 5,000 people in Stirling had a diagnosis of depression and nearly 700 had a diagnosis of bi polar, schizophrenia and psychosis. These are roughly double recognised WHO prevalence rates
- In 2007/08, 90 people were receiving housing support services³⁵. The budget for housing support services in 2010/11 was £274m.

³³ Mental Health Foundation, Fundamental Facts, January 2007

³⁴ Stirling Council - Supporting People Strategy 2007

- Of homeless people in 2007/08, 11% needed mental health support.

Based on referral rates to mental health services, the number of people with mental health issues seems likely to continue to rise. The number of people with a diagnosis of dementia is also expected to increase.

The vast majority of people with poor mental health will not need specialist housing as they will be able to cope in their own home with care and support where required. Social Services recognises that more work needs to be done to establish whether further specialist accommodation is required. An evaluation of Forth Housing Association's accommodation at St Ninians is planned.

Existing provision

At present accommodation for 35 people is provided across the Council area, all in Stirling Core.

- 7 units of residential accommodation are provided by Barony HA and 12 places by Scottish Association for Mental Health (SAMH). Of these 19 places, 9 are used by clients from the Stirling Council area.
- Forth Housing Association provides a total of 16 units; these are 8 units at Torbrex and 4 units at both Cambusbarron and Bannockburn, supported by Enable and Richmond Fellowship respectively.

The Occupational Therapist post that the Housing Service is considering establishing would require training in mental health issues.

Support in rural areas : Action in Mind delivers mental health support services to people in rural and remote services - currently the service has 18 service-users. Action In Mind are looking into the feasibility of locating a mental health support worker within local communities, such as the Calendar Health Centre, to support locally referred service-users and to have closer working partnership working with health practitioners.

Key housing issues :

The views of service users' about their accommodation needs were identified at a mental health stakeholder event held in April 2011³⁶. Some of the key issues identified were:-

	Key issues	Responses
1	An improved interface and allocations of tenancies by local authorities, housing associations and private landlords	This is being addressed through the development of a common housing register between the Council & RSLs. The relationship with local landlords is being looked at in Stirling's Private Rented Sector Forum.
2	A more robust referral and application process.	The housing allocation process is kept under review.
3	Concern that vulnerable people with poor mental health are offered B&B accommodation after long stays in hospitals or a tenancy breakdown	The use of B&B has been significantly reduced over recent years and the Council seeks to ensure that vulnerable people are not inappropriately housed.

³⁵ Ibid

³⁶ Mental Health Recommendations for Action 2011-2015, Stirling Council, 2011

Key housing issues relating to mental health identified by housing, health and social services professionals include the following³⁷:

4	The need for a housing allocations policy / medical priority procedure which recognises and gives appropriate priority to those with mental health issues	The Council's medical assessment procedure relating to the housing allocations process does recognise diagnosed mental health problems. A new medical priority application form that will be in line with the Equalities Act 2010 is under development. This will allow the assessor to make a better assessment of housing need including mental health issues.
5	The need for specialist housing eg core & cluster accommodation	The accommodation provided by Forth HA at Torbrex is to be evaluated with a view to additional units being made available
6	The need for flexible support services to help people with mental health issues to maintain tenancies	This issue is actively being discussed by Housing and Social Services

Other key issues highlighted at the stakeholder event are listed at Appendices.

Future provision : Social Services has indicated that more work needs to be undertaken to clarify future needs in terms of further specialist accommodation requirements. That review will consider the appropriateness of core & cluster developments for mental health patients.

Alcohol related brain damage

Alcohol Related Brain Damage (ARBD) is a term used to cover a spectrum of conditions and disorders including alcohol related dementia, Korsakoff`s syndrome and Wernicke`s encephalopathy. All these conditions are induced by chronic alcohol consumption resulting in some degree of brain damage³⁸.

A recent report by the Forth Valley Joint Adult Strategic Planning Group (JASPG)³⁹ suggested that, as a rough guide, 7 in 10,000 of the population might be likely to have ARBD⁴⁰. With a population in Stirling Council area of over 88,000, this prevalence rate suggests that an estimated 60 people will have ARBD. The report goes on to suggest that this figure is likely to increase dramatically in the future. This is borne out by the fact that the Council and its partners are already seeing increasing numbers of individuals with severe alcohol related difficulties impacting on local authority and wider community services.

A study in 2007/08 in Stirling⁴¹ found that at least 71 people aged 18+ were in touch with the Council's Community Care Service with 'alcohol misuse' as one of the stated issues recorded on their case file, roughly 2 : 1 male : female with a peak in the 65 to 74 age group. 20 of these

³⁷ Community Care Housing Needs Assessment (2006), Mental Health, Accommodation and Short Breaks (2006) and the Supporting People Strategy 2003-2008

³⁸ Macrae, R & Cox. S (2003) *Meeting the Needs of People with Alcohol Related Brain Damage: A Literature Review on Existing and Recommended Service Provision and Models of Care*, University of Stirling.

³⁹ Alcohol Related Brain Damage Position Statement, Forth Valley Joint Adult Strategic Planning Group, September 2011

⁴⁰ Based on a study by Argyll & Clyde Health Board

⁴¹ Report on ARBD, Stirling Council Community Care Service Design Team, 2008. The report acknowledges that recording protocols at the time may mean that these figures are under estimates

cases were closed during the year. 12 of the balance of 51 were receiving care and support in a registered care home placement. 7 of these were under 65; one was 33. At that time there were two people with ARBD receiving rehabilitative treatment in hospital and awaiting an appropriate accommodation and support package.

It is likely that a large majority of those with ARBD will be able to live at home with appropriate levels of care and support. Some, however, will require specialist accommodation for rehabilitation and/or longer term care.

- There is no dedicated accommodation in Stirling for people with ARBD, however William Simpson Home in Plean is a residential care home -with respite care and day care - which works with frail individuals with a history of alcohol misuse. This facility is currently undergoing a major programme of refurbishment⁴². Five of the 44 places available are presently used by clients from Stirling Council area.
- The Community Alcohol & Drugs Service (CADS) manages 2 dedicated beds for inpatient detoxification in Ward 2 at Forth Valley Royal Hospital.
- It is estimated that there is a need for a nine-bedded rehabilitation facility for people with ARBD in Forth Valley.

The recent JASPG report states that 'recent Scottish studies show that people with ARBD represent a major proportion of the homeless and hostel population, it is therefore crucial that greater consultation and partnership working with Housing takes place in order to provide appropriate accommodation with the necessary care and support'.

Whilst the numbers with ARBD may be small at present, the increasing use of alcohol and the increasing numbers of young people showing the health effects of excessive alcohol consumption, it is important that rehabilitation, accommodation and support is provided not only to those with ARBD but also those that are at risk of developing the condition.

Initiatives are underway to address these issues, at a Forth Valley level through the Joint Adult Strategic Planning Group and within the Council through a working group that has been set up between Housing and Social Services to work with Health colleagues and care providers to develop clear, funded proposals to address the issues described above.

The Stirling Alcohol & Drug Partnership also recognises the role that early intervention has in altering these developing patterns. Initiatives such as Alcohol Brief Intervention and Whole Population Approaches are crucial areas currently being addressed across Forth Valley.

People who misuse drugs & alcohol

The Stirling Alcohol & Drug Partnership (SADP) is the strategic body that addresses issues relating to substance misuse and the harm that it causes. Homelessness and insecure housing present difficulties that may limit the effectiveness of treatment interventions. Suitable and appropriate housing is essential for recovery and to be able to sustain recovery. This applies as much to families affected by substance misuse as it does the individuals with the addiction themselves.

⁴² William Simpson's Home presently provides residential services to 44 service users, respite care to 6 and 10 day-care places. Following refurbishment, it is planned to provide residential services to 60, respite-care to 12 and 16 day-care places. It is also planned to provide a 5 bedded independent living unit offering rehabilitation and re-training.

A number of local strategies⁴³ have been developed to bring partners together to tackle this growing problem. Through a single point of referral (Signpost Recovery), a full range of treatments is available.

Drugs : In 2010 / 11, 184 new individuals from Stirling presented for drug treatment. The average age at which people sought treatment was 32 years. The full age breakdown and living situations are as follows:

Table 5.18 : Presentations for drug treatment in 2010 / 11

Age Range	Number	Description	Percentage (%)
15 - 19 years	17	Lives alone	40%
20 - 24 years	21	Lives with parents	21%
25 - 29 years	33	Lives with spouse / partner	20%
30 - 34 years	37	Friends / family	6%
35 - 39 years	34	Other drug users	19%
40 + years	42		

69% of the service users live in owner occupied or rented accommodation, 20% were in homeless accommodation and 11% were in other forms of accommodation.

Illegal drug use and dealing activity severely affect the quality of life not only of the individuals requiring treatment but also of their communities. Across Scotland in 2009, 12% of adults perceived that drug misuse or dealing was very or fairly common in their neighbourhood.

Alcohol : In Stirling, there have been 278 alcohol-related deaths since 2000 and in 2009, there were 517 hospital discharges with an alcohol diagnosis for Stirling residents. During 2009/10 in the Forth Valley NHS area, 54 young people aged less than 20 - all emergency admissions - were discharged from hospital with an alcohol diagnosis.

Problematic alcohol use can cause a number of physical health problems that can impact on a person's housing needs. Furthermore, as problematic alcohol use increases, the number of people with conditions such as alcohol related brain damage are also likely to also increase and this will have an impact on many services including housing.

People subject to Domestic Violence

Domestic abuse continues to be a major problem throughout Scotland including the Forth Valley Area. There were over 3,400 incidents of domestic abuse in 2009/10 in Forth Valley, of which 938 were reported to the procurator fiscal. This represents 28% of recorded incidents and compares to 42% in Scotland as a whole.

⁴³ Forth Valley Alcohol & Drug Partnership Strategy Documents and Stirling Alcohol & Drug Partnership Delivery Plan 2012 - 2015. Web site - www.forthvalleyadp.co.uk

Table 5.19 : Incidents of domestic abuse in 2009-10

Incidents of domestic abuse recorded by the police	Forth Valley	Scotland
Total incidents	3,403	51,926
Incidents resulting in the recording of a crime/offence	1,240	32,066
Reported to the procurator fiscal	938	21,660

Stirling's Single Outcome Agreement identifies as a strategic priority *making Stirling a place with safe, strong and resilient communities*. Underpinning this is the Platform for Action to *develop policies and services to take account of the impact of domestic violence*. The SOA also had a target of reducing the rates of domestic abuse incidents by 2011.

The accommodation and support needs of victims of domestic abuse in Stirling Council area are responded to primarily by the Council's homelessness service and by Women's Aid.

In its latest business plan Stirling & District Women's Aid indicated that there is a *declining trend in requests for refuge over the last three years - from 274 (2006-7) to 131 (2009-10)*. However, both these figures suggest a huge demand over actual refuge capacity and the recent reduction may indicate that referrals are now becoming more realistic ⁴⁴.



The number of homelessness applications received by Stirling Council relating to disputes within households remained reasonably steady between 2006/07 and 2009/10 at around 240 - 250 per annum, more than a quarter of all homelessness applications. In 2010/11 there was a significant fall to 180, reflecting an overall fall in homelessness presentations.

Table 5.20 : Homelessness application reasons 2006/07 to 2010/11

Reason	2006/07		2007/08		2008/09		2009/10		2010/11	
	N°	%								
Fleeing non-domestic violence	15	1	23	3	19	2	18	2	8	1
Dispute within household : violent and abusive	141	13	157	18	126	13	124	13	122	17
Dispute within household / relationship breakdown : non-violent	90	8	77	9	58	6	96	10	50	7
All homeless applications	1095	100	889	100	951	100	929	100	716	100

Source: Stirling Council

In 2010-11, Women's Aid was approached by 310 women seeking advice & support. This compares to a 10 year average of 413. Of those seeking advice & support, 56 requested accommodation; it was possible to accommodate just 22 women and 20 children.

Stirling has just one refuge for women fleeing domestic violence. The refuge was opened in 2008, is owned by Forth Housing Association and managed by Stirling Women's Aid. It can accommodate 7 women and their children in self contained, fully furnished flats with a communal area. The refuge also has a playroom and an office. One flat is appropriate to the

⁴⁴ Stirling and District Women's Aid : Business plan 2011 - 2014

needs of a wheelchair user. In addition to the refuge accommodation and one to one support, Women's Aid provides outreach support to women through a drop in service and phone line, as well as

In their report *Refuges for Women, Children and Young people*⁴⁵, Scottish Government recommends that Local Authorities should provide one refuge space per 7,500 inhabitants. This suggests that in Stirling there should be 12 spaces. In the view of Women's Aid, this would be more in line with the demand that they are experiencing. This suggests the need for an additional 5 places, probably in dispersed lets, some of which will need to be in Stirling's rural areas

Vulnerable young people

In the context of the Council's corporate parenting strategy and the work of the Looked After and Accommodated Children (LAAC) Strategy Group, the Young Persons Housing Liaison Group brings together staff from the Council's Housing and Social Services staff to ensure the implementation of the Council's protocol on 'looked after children & housing'.

If a young person was accommodated, in a care placement or looked after on their 16th birthday, the Council has a duty to support them at least until they are 19 and as long after this as is deemed by both to be necessary⁴⁶. If they were accommodated at 16, the Council has a financial duty to pay weekly living expenses and all housing costs until the young person is 18. The Council continues to have a duty of care to these young people at least until the age of 25

Many young people are living with foster carers and some are in residential schools, none of which are in the Stirling Council area. Residential accommodation is provided for up to 8 young people at Brucefield & Glasgow Road, Stirling for children and young people aged 11 to 18. Brucefield is a purpose built residential home, providing accommodation for up to 5 young people on an emergency, assessment and long-term basis. An Outreach Service is also provided; this aims to support children and families and curb the numbers of young people being admitted into local authority care. Glasgow Road is a residential home which provides accommodation for up to 3 young people. It also has two purpose-built flats provided to help young people aged 16 and 18 who have previously been looked after to prepare for independent living.

The Council's Throughcare service has a team of 6.8 FTE which works with young people over the age of 15. Around 40 of these left care prior to 2011 still receive support in one form or another. Barnados has a Throughcare & Aftercare project based in Stirling (Freagarrach) which works with a small group of young people.

 80
and


The Bridge Project operated by Loretto Care provides 11 flats and supports vulnerable young people in the project and in the wider community. The Bridge project provides accommodation for 11 vulnerable young people (not just looked after young people) and an outreach support service to around 50 young people at any one time. Over the 12 months to September 2011,

⁴⁵ *Refuges for Women, Children and Young people*, Scottish Government, 2003

⁴⁶ For most of the children and young people who are accommodated by the Council through the children's hearing system via a supervision requirement with a condition of residence with foster carers or a residential establishment. If a children's hearing put in place a supervision requirement with a condition of residence for a young person up to their eighteenth birthday, the council had a duty to accommodate that young person until another children's hearing removes that condition of residence at that care placement.

 is

there were 29 referrals for on-site accommodation and 56 for the outreach service. Of the 58 outreach cases closed, 23 moved back with family or friends or moved out of the area and 20 agreed that they no longer needed support. The Project receives housing support funding from the Council of £500k pa.

In 2011, 12 young people left the care of Stirling Council. 3 had been in residential care, 5 in residential schools and 4 with foster carers. Not surprisingly, few of these young people have yet achieved a settled solution to their accommodation needs. Even within a period of 12 months some have moved accommodation two or three times. The accommodation that these 12 young people have used includes moving in with family, relations and friends, hospital, a halfway house, supported lodging, a return to a foster carer, a Stirling Council tenancy (one only), a private rented sector tenancy, the Bridge, temporary homelessness accommodation, B&B accommodation. All of these young people are vulnerable and some have learning difficulties. A further 13 young people will be able to leave care in 2012.

The Council housing allocation system gives an extremely high level of priority to those to which it has a corporate parenting responsibility. Delays in rehousing can be caused due to the inadequate supply of small houses. During 2011, the Council provided tenancies to 7 young people who came through the 'looked after young people protocol'. Most would not have come directly from care. At January 2012 all were sustaining their tenancies.

Working together Housing, Social Services and partner agencies are seeking to maximise young people's chances of finding a stable, sustainable solution to their accommodation and support needs. This is not easily achieved when expectations can be unrealistic and life skill/ coping mechanisms not well developed.

A major meeting between Housing and Social Services was held in April 2012 in order to address some of these issues. A list of action points has been drawn up and will be implemented.

The key issues appear to be

- Good communications, a speedy response and great flexibility from Housing and Social Services staff - jointly with Clackmannanshire Council, the 'looked after young people protocol' will be reviewed.
- In recognition of the corporate parenting role of all Council services, ensuring that young care leavers up to the age of 24 (and including those returning after a period away) are not taken through the homelessness route or required to stay in homelessness accommodation, including B&Bs.
- Encouraging young people to stay in foster care, supported lodgings or intermediate accommodation for as long as possible beyond their 16th birthday
- An increase in the number of foster carers; foster caring is always preferable to residential care or schools but is not always achievable; after the age of 16, young people are more likely to be happy to continue to live with foster parents than to stay in residential care
- An increase in the number of supported lodgings; at present there are only two. It is thought that 5 would help to meet the needs.
- Acceptable and appropriate halfway accommodation and support ; in order to help meet the needs the present 2 units of halfway accommodation could be increased to 4

- A small supported unit for vulnerable young people to assist the transition to independent living. While the Bridge project provides an important service, it houses up to 11 young people which is a large number of vulnerable young people to have in one place.
- Better pathways planning, particularly in residential schools, and the development of skills which will enable future tenancies to be sustained.

Students

The University which accommodates 1,965 students on-campus and 840 off campus has recently started work on a major redevelopment project involving the demolition of some older residences and their replacement with new accommodation.



**UNIVERSITY OF
STIRLING**

Just under 800 on campus bedspaces will be replaced (40%) and some of the remaining accommodation will be refurbished. The project will take over three years to complete; the cost is estimated at £43 million.

Almost 9,000 students live either at home or in non-university accommodation, mainly in the private rented sector. The impact of the student population on the private rented sector in Stirling is significant and is mentioned in Section 1 of this LHS.

To assist students find and maintain appropriate accommodation in the private rented sector, in 2012 the Students Union launched a Student Housing Guide and set up Stirling Digs - a website where local landlords can advertise student accommodation available in the Stirling area <http://www.stirlingdigs.co.uk>. The guide was produced with support from the Council.

Staff from Stirling Digs and the University's Accommodation Service both attend meetings of Stirling's Private Rented Sector Forum.

The University provides accommodation for people with disabilities, including those who are wheelchair users, those with sensory impairment, and those who are ambulant disabled. Some seek a house with the Council or an RSL when they have completed their studies.

Black & minority ethnic communities (BME)

A 2007 study of ethnic minority groups in Stirling⁴⁷ highlighted that there is lack of awareness of the processes relating to the Council/RSL sector and that, not surprisingly therefore, there is under representation amongst social housing applicants and tenants. Generally, the study found that Council recording systems need to be able to provide more robust information.

The study also identified concerns about access to affordable housing for younger people, the accommodation needs of the ageing BME population, overcrowding and the need for larger houses.

Within the private sector, the study showed there to be pressures from A8 migrant workers in the private rented sector and a low uptake from BME communities of private sector grants.

⁴⁷ Assessing the needs of ethnic minority communities in Stirling, ODS, 2007

In the development of the LHS a number of meetings have been held with Stirling's multi cultural partnership. Issues raised through the consultation have included:-

- Concern at council houses being demolished in the regeneration areas
- High rents in the private rented sector
- The perceived need for more sheltered housing

Further work needs to be done by Housing Services to develop its working relationship with the representatives of black & minority ethnic communities.

The work of the Council's Landlord Registration Service has suggested that there are issues relating to the use of the private rented sector by black & minority ethnic communities that would be worthy of research.

Gypsy Travellers & Show Travellers

Gypsy Travellers

Existing provision : The permanent gypsy traveller site at Bridgend in Stirling has 18 pitches of which typically between 8 and 10 tend to be let at any one time. The site is used both as a permanent site and as a transit site. Pitches are designed to accommodate a large trailer or static caravan with space for a lorry or van. Each pitch has its own amenity block containing shower, toilet and kitchen area. There is a communal room for meetings, surgeries, one to one discussions, etc. The site has been upgraded over the last three years thanks to successful bids for private sector grant from Scottish Government.⁴⁸

The site almost always has some empty pitches and it is not anticipated, therefore, that any increase in provision will be needed in the near future. One permanent caravan site has been established by gypsy travellers in the Council area, on a site in their ownership. The need for a transit site has been discussed but the conclusion is that there is sufficient space at Bridgend either on one of the pitches or on adjacent land.

Unauthorised encampments tend not to be a major problem in the Stirling area and where they do occur these are managed under the Council's current policy⁴⁹. In 2011 Central Scotland Police did initiate discussions in Forth Valley with the aim of securing a consistent policy approach to unauthorised encampments across the area; this work is still ongoing. . Advice, information and assistance are provided, as required, by the site manager/ gypsy traveller liaison officer working closely with the local community Police officer.

It is rare for a household from the site to apply to Stirling Council for settled accommodation. When this does occur, the family is given a wide range of support services to smooth the transition.

Liaison with Council services and other agencies : The Council has a gypsy traveller working group which meets twice yearly in order to review services to gypsy travellers in the Council

⁴⁸ The improvements carried out include new heating & kitchens in the amenity units, the installation of a partial CCTV system and a new play area. There has also been an extension to the meeting room with disabled access and improvements to the fencing and landscaping.

⁴⁹ http://www.stirling.gov.uk/_documents/temporary-uploads/housing-and-customer-service/guidelines_on_unauthorised_encampment.pdf

area and to provide strategic direction. Members of the group include relevant council services, the police and the health board. The group has recently been expanded to include representatives from Clackmannanshire Council.

- **Housing** : The Bridgend Site manager is also the Council's gypsy traveller liaison officer. He liaises with other services and agencies on behalf of gypsy travellers. He is also responsible for the site in Clackmannanshire. The site manager reports to the Area Housing Manager
- **Education** : There is an additional support needs outreach teacher who liaises with the gypsy traveller community, securing additional support where required. Adult Learning staff are currently working with Education staff to assess what classes might be appropriate, particularly literacy classes for Adults.
- **Social Services** : There is no dedicated officer responsible for supporting the gypsy traveller community; each case is dealt with individually
- **Health** : NHS Forth Valley has an officer who works with gypsy travellers. Four health visitors work with gypsy travellers as part of their overall responsibilities.
- **Police** : Central Scotland Police work closely with Council staff, particularly the site warden /liaison officer. The CSP equalities & diversity officer and the community police officer for the area including the site both attend meetings of the working group.

Since the last LHS there have been recommendations made to the Council on three occasions in relation to gypsy travellers. These were the Communities Scotland inspection report in 2005; a specially commissioned Council study in 2008 and a letter from Amnesty International in 2010 (see Appendices). The issues raised have been or are being addressed by the working group.

In April 2012 Amnesty International Scotland launched a report on Scottish Gypsy Travellers⁵⁰. The Working Group will be studying the implications of this report for Stirling.

Show Travellers

The show travellers in Stirling live in 16 chalets & caravans on a permanent site that they own. Although the population profile is elderly, there are reported to be no housing or support needs that have not been addressed. More information can be found in Stirling's HNDA 2011.

⁵⁰ On the Margins: Local Authority Service Provision for Scottish Gypsy Travellers, Amnesty International Scotland, April 2012

Outcomes & Actions

Outcomes

Outcome 1 : People with particular needs are able to stay at home or to return home with appropriate support

Outcome 2 : People with particular needs have an improved range of choices, assisted by good advice and information

Outcome 3 : Improvements in home safety which ensure that the incidence of trips and falls is minimised

Actions

People with particular housing needs

1. In order to increase choice and meet the needs that will exist in the future, the Council and its partners will improve the availability of housing and support across all sectors which is appropriate to people with particular housing needs; this will be achieved by means of new build, conversion, adaptation, the provision of telecare and changes to policy and procedures.
2. A recognition of the general move away from the future provision of grouped homes, except for those with learning disabilities
3. Greater recognition of the needs of the families of children with particular needs
4. An integrated and well funded approach to securing adaptations, involving Housing, RSLs, Social Services and Occupation Therapists
5. We will develop and improve services which will help people with particular needs enjoy their homes safely. This includes the continuation of Care and Repair, the development of a Trips and Falls initiative and support of voluntary organisations which provide assistance with tasks requiring a handy person, particularly when moving house.
6. Discharges delayed due to unsuitable housing will be spotlighted to ensure that any delays are minimised.
7. Through the LDP process and engagement with private sector developers, the Council will ensure that land which is close to services and facilities is allocated for new housing development so that the housing needs identified in Section 1 of this LDP might be met.
8. We will improve the quality of advice and information services to people with particular housing needs and seek to improve communications with representative bodies.
9. The continuation and further development of joint working and joint planning between
 - The Council, Forth Valley NHS and partners in the independent and voluntary sectors
 - Housing and Social Services
 - Clackmannanshire and Stirling Councils

10. Social Services, Housing Services and housing associations will undertake further research to identify the accommodation and support needs of people with particular housing needs. Research will also be taken into the private rented sector to clarify, amongst other things, the sector's role in accommodating older people and people with particular needs.

Actions specific to particular groups

1. **Elderly people** In partnership with private house builders, the Council will develop a project to demonstrate how the private sector might meet the needs of elderly people, particularly those with dementia.
2. **People with physical disabilities** Working with partners in the public and private sectors, we will continue to meet the needs of people with physical disabilities by means of adaptation, conversion, individual new build and wheelchair houses provided as part of new build developments in all sectors. No further grouped-accommodation is planned.
3. **People with learning disabilities** : The recent developments at Torbrex and Raploch will be evaluated but at present no new developments of this sort are planned. In the short/medium term, needs will be met with individual solutions, some of which may be satellite tenancies supported from the staff base at Torbrex or Raploch.
4. **People with poor mental health or ARBD and people who misuse drugs & alcohol:** The Council will seek to improve policies and procedures and the quality of the accommodation and support (including interim accommodation) available to those with poor mental health, ARDB, drug problems or alcohol problems. The accommodation provided by Forth Housing Association at Gateside Road will be evaluated.
5. **People subject to domestic violence** More temporary accommodation for will be sought.
6. **Vulnerable young people** : The needs of care leavers and other vulnerable young people will be addressed. This will include re-provisioning the Bridge project and ensuring that young people up to the age of 25 who have been in care will not be treated as homeless.
7. **Gypsy travellers & show people** : The Council will continue to identify and address needs through the Gypsy Traveller Working Group. Immediate actions include looking at transit pitches and the agreed policy of 'tolerance'.

Outcomes relevant to Particular Housing Needs

Stirling Single Outcome Agreement⁵¹

In relation to particular housing needs, Stirling's Single Outcome Agreement identifies the following outcomes:-

- Improved care and support for those in need
- Improved life chances for Stirling's children, young people and families at risk
- An increase in the % of people aged 65+ with high & long term care needs, cared for at home
- Making Stirling a place with safe, strong and resilient communities

Scottish Social Housing Charter⁵²

In relation to house condition, the Scottish Social Housing Charter identifies the following outcomes

16: Gypsies/Travellers : Local authorities and social landlords with responsibility for managing sites for gypsies and travellers should manage the sites so that sites are well maintained and managed.

⁵¹ Council's Single Outcome Agreement 2008 - 11

⁵² <http://housingcharter.scotland.gov.uk/media/34241/the%20scottish%20social%20housing%20charter.pdf>

Stirling's Draft Local Development Plan Policy 7 (Page 30)⁵³

Particular needs housing and accommodation

(1a) All new residential developments will require to consider and provide for particular housing needs on site where evidenced through local area analysis on housing needs. Preferably, all developments should be built to 'varying needs standards' and be accessible to as wide a range of people as possible and allow the potential for future adaptation.

(1b) Development to provide particular needs accommodation should be located within residential areas where residents have a realistic choice of access to local services and facilities. Outwith these areas, accommodation will only be permitted where the need for such accommodation in the locality is justified, a good accessible residential environment can be secured, and other appropriate locations are not available.

(1c) Public and private nursing / residential care home accommodation will only be supported where it meets locally generated demand and is consistent with the Council's approach to reshaping older peoples' care.

(2) The formation of new Houses in Multiple Occupation (HMOs), including new-build and changes of use (but excluding purpose-built student accommodation) will be controlled in order to protect residential amenity. Proposals will be supported where it can be demonstrated that suitable in-curtilage waste and recycling storage space will be provided; that the proposal will not create or exacerbate parking or road safety problems; that appropriate maintenance arrangements for any external spaces/garden ground associated with the HMO are in place and where the proposal is in accordance with the locational criteria set out in SG05, which also defines HMOs in houses and in flats, for the purposes of this policy. [This policy applies to properties being proposed for HMO use for the first time. Further guidance and maps of the threshold areas are included in SG05].

⁵³ http://www.stirling.gov.uk/_documents/planning/planning/local-development-plan/draft-proposed-ldp.pdf

Mental Health Stakeholder Event : Other Key issues

Other key issues highlighted at the mental health stakeholder event⁵⁴ held in April 2011 was the need to acknowledge that the following tend to be true and that action is required to ensure some mitigation or improvement

1. Accommodation which was previously ok can rapidly become inappropriate
2. Single people tend to be allocated one-bedroom homes thus limiting the ability to provide sleepover care.⁵⁵
3. Because properties tend to be unfurnished, people with mental health issues can struggle to organise the decoration and furnishing of their new home⁵⁶
4. Because short assured tenancies tend to be for 6 months at a time, private renting can feel to be an insecure form of tenancy and due to high rents and reduced levels of housing benefit tenants can experience a financial shortfall.
5. There is a need to foster the skills required for independent living
6. People in 24-hour care rather than in tenancies with support do not benefit to the same extent from community and social integration.

⁵⁴ Mental Health Recommendations for Action 2011-2015, Stirling Council, 2011

⁵⁵ The allocation systems of the Council and local RSLs do allow a second bedroom to be allocated if appropriate supporting evidence can be provided. Recent changes in housing benefit regulations, however, might make this financially unattractive.

⁵⁶ The Salvation Army's Valley Project can provide assistance in these circumstances

Report Recommendations concerning Gypsy Travellers

A 2005 Communities Scotland report on homelessness & related services made recommendations

Table 5.21 : Communities Scotland Recommendations and the Council's Responses

	Communities Scotland Recommendation	Council's Response
1	The Council should adopt a more strategic approach to investing in site improvements.	This has been acted upon - site improvements have been undertaken
2	The Council should develop a planned approach to improving the service, setting out objectives, timescales, a lead person and resources.	This has happened with the establishment of the Working Group which has recently been expanded to include representatives from Clackmannanshire Council.

The Council's 2007 report 'Assessing the Housing Needs of Minority Ethnic Communities in Stirling' made a number of recommendations in relation to gypsy travellers.

Table 5.22 : 2007 Housing Needs Report Recommendations & the Council's Responses

	2007 Report Recommendation	Council's Response
1	The establishment of a residents' association on the site	The Council is seeking to revive the residents liaison group
2	Working in partnership with Central Scotland Police to improve relations	Relationships have improved. Central Scotland Police are members of the Working Group
3	Ensuring all ethnic monitoring systems integrate monitoring of gypsy travellers	The housing application form now includes a category of gypsy traveller
4	Monitoring the uptake of council accommodation and use of support services by gypsy travellers	This is not yet being done on a consistent basis

In July 2010 Amnesty International wrote to the Council about service provision for Gypsy Travellers. The issues that they raised and the Council's responses were:-

Table 5.23 : Amnesty International Comments and the Council's Responses

	Amnesty International Comment	Council's Response
1	Consideration needs to be given of the needs and circumstances of Gypsy Travellers in the Council's:- <ul style="list-style-type: none"> • Equality Scheme • • Local Housing Strategy 	<ul style="list-style-type: none"> • It is anticipated that an Equality Strategy will replace the Council's Equality Schemes in 2012. This will include consideration of the needs of Gypsy Travellers. • The LHS considers the needs of Gypsy Travellers
2	The lack of a dedicated Gypsy Traveller Liaison Officer	The existing arrangements are considered appropriate to a Council the size of Stirling
3	The need to review the tenancy agreement for the Traveller site	The agreement has been redrafted and is undergoing a plain English assessment