

# Strategy for Older People in Wales: An Interim Review

Phase 2: Indicators

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PRIFYSGOL CYMRU ABERTAWE  
UNIVERSITY OF WALES SWANSEA



Llywodraeth Cynulliad Cymru  
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## Introduction

This document presents ten suggested indicators which could assist in long-term measurement of the impact of the Strategy for Older People in Wales. Selection of indicators should take account of the following considerations:

- **Indicators should come from existing data sources**, rather than being collected especially for the purpose of evaluating the Strategy.
- **The indicators presented in this report are about the impact of the Strategy on older people's lives**, rather than the performance of local authorities in implementing the Strategy.
- **Indicators will be more valuable if they allow for comparison between areas in Wales.** Most indicators are available at local authority level. A few are available only at all-Wales level, allowing for comparison to be made over time, but not for comparison between areas within Wales. A few indicators can also be obtained at a smaller scale (e.g. constituency level).
- **Indicators may not all be available for the same time intervals.** Some are collected regularly once a year, while others may be more or less frequent.
- **Some indicators may only be available after a significant time lag.** While some data are collected, analysed and published within a period of three months, others may only be available in the public domain after a lag of some years from the time of collection.
- **Some indicators are collected on a random sampling basis while others are available for the entire population.** Sampled data is generated and analysed according to rigorous standards, but it may not be possible to break it down into small area data.
- **There is limited opportunity for analysis of indicators by variables** such as gender, age bands within the 50+ group, ethnicity or socio-economic status.
- **Indicators will be only one part of the process** of evaluating the impact of the Strategy for Older People in Wales, as outlined in the 'Framework for Evaluation' document produced by Vivienne Walters.
- **Some indicators will allow direct comparison with England**, but not all will.

The indicators discussed in this document are taken from a draft list of 30 indicators produced by the Department of Work and Pensions (DWP) in September 2006. The indicators were intended to be measures for the DWP's 'Opportunity Age' initiative, which aims to improve the lives of older people in England. More recently, a final version of the indicators has been produced, with three additional indicators: 'Receiving home adaptations or equipment', 'Care for carers' and 'Care home standards'. Opportunity Age, and the draft indicators, cover both devolved and non-devolved issues. In a briefing note in 2005 the

Welsh Assembly Government stated that it intended to tailor the Opportunity Age performance measurement framework for use in Wales.

The original list of 30 DWP indicators was circulated at the September 12<sup>th</sup> workshop which was part of Phase 1 of the OPSIR project. Delegates at the workshop – local strategy co-ordinators, members of 50+ Forums, Older People’s Champions and some professionals working in the field – were invited to place a tick against the up to ten measures which they thought would be appropriate and realistic to measure in Wales. They were also invited to place a cross against up to ten which they thought would be inappropriate or unmeasurable. The table in the Appendix summarises their voting.

The ten indicators which scored highest are listed in Table 1. They are then described and discussed in more detail on the following pages. They relate to a wide cross-section of aspects of older people’s lives, as identified in the Strategy: health, social care, employment, transport, housing, leisure, life-long learning.

Two themes which are missing from the ten are:

- General well-being – in the DWP list, this is Indicator 1, as measured by the CASP19 well-being questionnaire. A possible alternative measure for Wales could be the mental component summary score, which is included in the Welsh Health Survey
- Income – the DWP list includes a number of measures of income and wealth, all of which derive from data which are also available for Wales.

Either of these could form the basis for an indicator to be included on the list.

	<b>Indicator</b>	<b>Number in DWP list</b>	<b>Is the data source used by DWP also applicable to Wales?</b>	<b>Notes</b>
<b>1</b>	Healthy life expectancy at 65+	<i>10</i>	Yes	
<b>2</b>	Attendance/participation in sport or leisure activities	<i>16</i>	No	Slightly different indicator proposed, drawing on Welsh sources.
<b>3</b>	Proportion of older people being helped to live independently: intensive support	<i>29</i>	No	It would be possible to calculate an equivalent indicator from available data. Alternatively, this indicator could be dropped, since it is similar to indicator 4.
<b>4</b>	Proportion of older people being helped to live independently: any community based service	<i>30</i>	No, but equivalent data available from another source	
<b>5</b>	Employment rate of those aged 50+	<i>17</i>	Yes	
<b>6</b>	Access to treatment	<i>14</i>	No, but equivalent data available from another source	
<b>7</b>	The proportion of older households that are below the set standard for decency	<i>2</i>	No	
<b>8</b>	The proportion of older people whose lives are greatly affected by fear of crime	<i>4</i>	Yes	
<b>9</b>	Older people in work-related education/training	<i>19</i>	Yes	
<b>10</b>	Access to goods and services using usual methods of transport	<i>7</i>	No, and no equivalent data available for Wales	Alternative measures to do with transport could be used.

## **1 Healthy and disability-free life expectancy at 65+**

### **Definition:**

- (a) Healthy life expectancy: average number of years that a person aged 65 can expect to live in good or fairly good health, based on people's own assessment of their general health.
- (b) Disability-free life expectancy: average number of years that a person aged 65 can expect to live free from limiting long-standing illness.

**Data source:** Office for National Statistics

**Area base:** Available for all-Wales and by local authority area.

**Frequency of collection:** Annual

**Time lag:** Approx five years – the most recent published data are for 2002.

### **Relevance to Strategy for Older People in Wales:**

*Strategy Theme:* Health, Well-being and Independence

*Strategy Aim:* 'To promote and improve the health, social care and wellbeing of older people through high quality, responsive and appropriately regulated services which enable older people to live as actively and independently as possible in a suitable and safe environment of their choice.'

**Notes:** The draft indicator discussed in September related only to 'healthy life-expectancy'. The indicator since adopted by the DWP has added 'disability-free', making it a two-part indicator.

This is an indicator which shows significant differences between measures for men and for women, and data should be presented separately for the two sexes.

## **2 Attendance/participation in sport or leisure activities**

**Definition:** Participation by people aged 50+ in any sport or activity during a four-week period.

**Data source:** Sports Council Wales

**Area base:** Data collected by local authority area; published data also presented for all-Wales and for four macro regions: Rural North, Rural Heartland, Metropolitan Wales and The Valleys, with major differences in sports participation observable between these regions.

**Frequency of collection:** Every two years

**Time lag:** Two years (most recent published data are for 2002/3)

**Relevance to Strategy for Older People in Wales:**

*Strategy Theme:* Health, Well-being and Independence

*Strategy Aim:* 'To promote and improve the health, social care and wellbeing of older people through high quality, responsive and appropriately regulated services which enable older people to live as actively and independently as possible in a suitable and safe environment of their choice.'

**Notes:** The data source and the definition for this indicator differ from those used by the DWP.

Sports Council Wales data can also be analysed by gender and/or social class.

Data are collected on 73 different sports and activities. As well as the indicator relating to participation in any activity, alternative indicators are available which, for example, show participation in activities excluding walking, or which indicate whether or not people belong to a sports club.

An alternative indicator could be taken from the Welsh Health Survey, which reports on the percentage of people in the 55-64 age group, the 65-74 age group, and the 75+ age group who had undertaken at least 30 minutes of at least moderate intensity physical activity, on five or more days in the previous week. However, that indicator does not relate to the social aspects of sport and leisure activities, as the Sports Council Wales information does.

### **3 Proportion of older people being helped to live independently: being supported to live intensively at home**

**Definition:** People aged 65+ receiving ten or more hours of contact during the survey week as a percentage of all older people receiving intensive care help, including those living in residential or nursing care.

**Data source:** Local Government Data Unit, derived from PM2.13 and PM2.1

**Area base:** All-Wales and by local authority area.

**Frequency of collection:** Annual

**Time lag:** Approximately 12 months

#### **Relevance to Strategy for Older People in Wales:**

*Strategy Theme:* Health, Well-being and Independence

*Strategy Aim:* 'To promote and improve the health, social care and wellbeing of older people through high quality, responsive and appropriately regulated services which enable older people to live as actively and independently as possible in a suitable and safe environment of their choice.'

**Notes:** This indicator would need to be calculated from the raw data available from the Local Government Data Unit, which publishes total numbers of users of care services, rather than usage rates.

The DWP definition defines intensive home care as 'ten or more hours of contact and six or more visits'.

#### **4 Proportion of older people being helped to live independently: receiving any community based service**

**Definition:** Rate of older people (aged 65 and over) helped to live at home per 1000 population aged 65 or over

**Data source:** Local Government Data Unit for Wales PA10a

**Area base:** All-Wales and by local authority area.

**Frequency of collection:** Annual

**Time lag:** Approx 12 months.

#### **Relevance to Strategy for Older People in Wales:**

*Strategy Theme:* Health, Well-being and Independence

*Strategy Aim:* 'To promote and improve the health, social care and wellbeing of older people through high quality, responsive and appropriately regulated services which enable older people to live as actively and independently as possible in a suitable and safe environment of their choice.'

**Notes:** This indicator is defined in the same way as the DWP equivalent, though the source is different.

## **5 Employment rate of those aged 50+**

**Definition:** Those in employment as a percentage of the population, in three age groups:

(a) 16-59/64

(b) 50-59/64

(c) 60/65+

**Data source:** Labour Force Survey produced by the Office for National Statistics

**Area base:** (a) is available for all-Wales and by local authority area

(b) and (c) are available at all-Wales level only

**Frequency of collection:** Four times per year.

**Time lag:** Three months.

### **Relevance to Strategy for Older People in Wales:**

*Strategy Theme:* Changing Society – The Economic Contribution of Older People

*Strategy Aim:* 'To promote and develop older people's capacity to work and learn for as long as they want, and to make an active contribution'

### **Notes:**

## **6 Access to treatment**

**Definition:** Rates per 1000 population aged 65 or over of:

(a) hip replacements

(b) knee replacements

**Data source:** Health Solutions Wales: Patient Episode Database

**Area base:** All-Wales and by LHB/LA area

**Frequency of collection:** Rate is expressed as a total number of operations in a 12 month period (April-March).

**Time lag:** Approximately 3 months.

**Relevance to Strategy for Older People in Wales:**

*Strategy Theme:* Health, Well-being and Independence

*Strategy Aim:* 'To promote and improve the health, social care and wellbeing of older people through high quality, responsive and appropriately regulated services which enable older people to live as actively and independently as possible in a suitable and safe environment of their choice.'

**Notes:** The DWP proposes this indicator because demand for hip and knee replacements is likely to be fairly static. This means that an increase in the rate of operations is likely to represent an improvement in service delivery rather than a decline in health.

The Welsh data are available on request from Health Solutions Wales, but are likely to be placed on their intranet (accessible to WAG staff) shortly.

## **7 The proportion of older households that are unfit or in a defective state**

**Definition:** Proportion of women aged 60+ and men aged 65+ who live in households which were

- (a) classed as unfit
- (b) classed as defective

**Data source:** Living in Wales Survey, Local Government Data Unit

**Area base:** For 2004, available at all-Wales level only. In future years, will be available broken down by local authority area.

**Frequency of collection:** Every four years.

**Time lag:** Up to 12 months.

**Relevance to Strategy for Older People in Wales:**

*Strategy Theme:* Health, Well-being and Independence

*Strategy Aim:* 'To promote and improve the health, social care and wellbeing of older people through high quality, responsive and appropriately regulated services which enable older people to live as actively and independently as possible in a suitable and safe environment of their choice.'

**Notes:** Unfit' and 'defective' are the two poorest states of condition recorded in the housing survey conducted as part of the Living in Wales survey (the others are 'acceptable' and 'satisfactory'). Less than 5% of households are classed as 'unfit', but another 21.4% were recorded as 'defective' in 2004.

The DWP indicator relates to households 'below the set standard for decency', and combines measures to do with repair, thermal comfort, facilities and services and the current minimum standard for housing.

The Living in Wales survey also collect data on households which lack one or more basic amenities (e.g. inside toilet), but found that less than 1% of households was unfit in those terms.

## **8 The proportion of older people whose lives are greatly affected by fear of crime**

**Definition:** Percentage of people aged 50+ who report that their lives are greatly affected by fear of crime.

The respondents who are greatly affected by fear of crime constitute those responding 8,9 or 10 on a scale of 1 to 10 of how much fear of crime affects quality of life, where 1 is no effect and 10 is total effect.

**Data source:** British Crime Survey, Home Office

**Area base:** All-Wales

**Frequency of collection:** Annual

**Time lag:** Approximately four months.

**Relevance to Strategy for Older People in Wales:**

*Strategy Theme:* Citizenship and Engagement

*Strategic Aim:* 'Reflecting the United Nations Principles for Older People, to tackle discrimination wherever it occurs, ensure that the human rights for older people are recognised, promote positive images of ageing

**Notes:** The data are available for the age group 50+ in total, and for the groups 55-64, 65-74 and 75+, along with 16-54 for comparison.

Data are also presented by police force area (four across Wales). However, since the data are based on a survey, breaking them down by both age and area will make the sample size too small to be meaningful.

## **9 Older people in work-related education/training**

**Definition:** Percentage of people aged 50+ who had taken part in any education or training in relation connected with their job, or any job that they might do in the future, during a three-month period.

**Data source:** Labour Force Survey, Office for National Statistics

**Area base:** All-Wales

**Frequency of collection:** Quarterly

**Time lag:** Two months

### **Relevance to Strategy for Older People in Wales:**

*Strategy Theme:* Changing society – the Economic Contribution of Older People

*Relates to Strategic Objective:* 'To promote and develop older peoples' capacity to continue to work and learn for as long as they want, and to make an active contribution'.

**Notes:** Selected as a DWP indicator because of the link between work-related training and people's ability to compete in the job market and progress in the job market.

This indicator only relates to people in employment or below state pension age.

## 10 Access to goods and services using usual methods of transport

The DWP indicator expresses the percentage of people aged 52+ (and also broken down by age band) who find it either very difficult or difficult to access a range of ten services (e.g. shops, hospital). This data is obtained from the English Longitudinal Study of Ageing, and there is no Welsh equivalent. However, transport underpins the success of all the Strategic Aims. It is an important issue for many older people, community transport is specifically mentioned in the Strategy. Therefore, it is important to devise an indicator relating to transport.

Some of the possible sources are:

- (a) Data on travel from the **Living in Wales** survey. From 2004 onwards, this survey asked a sample of respondents about their use of various modes of transport and their reasons for this, their awareness of local bus services, whether or not they had bus passes, etc. Data on travel can be broken down by age group. Data from the 2004 are due to be published in early 2007. Once these are available, it may be possible to devise an indicator based on them, but it is not currently clear what it would be.
- (b) Data on issuing of **free bus passes** to pensioners, collated by WAG from information supplied by local authorities. A possible indicator could be the proportion of pensioners who hold a bus pass. Data on usage of bus passes (eg how many journeys are made by pass- holder per year) would also be useful, but may be sensitive since they are collected by commercial bus companies.
- (c) Data on usage of the 15 **community transport** 'demonstration projects' across Wales, which are supported by the Assembly's Sustainable Transport unit and take part in the national concessionary fare scheme. A possible indicator could be the number of individual passenger journeys in relation to the population of 60+ people in the areas covered by the schemes.
- (d) The National Travel Survey, carried out annually, gathers data on **rates of car ownership** and **number of trips made**. However, number of trips made was specifically identified at the workshop as something which attendees thought should not form the basis of an indicator, as it was seen to be not subtle enough.

**Table 2: Strategic Aims of the Strategy for Older People and how the suggested indicators relate to them**

Strategic Aim	Suggested indicators which relate to Aim
<p><b>Valuing older people:</b> Reflecting the United Nations principles for Older People, to tackle discrimination against older people wherever it occurs, promote positive images of ageing and give older people a voice in society</p>	8,10
<p><b>Changing society:</b> To promote and develop older people’s capacity to continue to work and learn for as long as they want, and to make an active contribution once they retire.</p>	5,9, 10
<p><b>Health, well-being and independence:</b> To promote and improve the health, social care and well-being of older people through high-quality, responsive services which enable older people to live as actively and independently as possible in a suitable and safe environment of their choice.</p>	1,2,3,4,6, 7, 10
<p><b>Implementation – making it happen:</b> To implement the Strategy for Older People in Wales with support funding to ensure that it is a catalyst for change and innovation across all sectors, improves services for older people and provides the basis for effective planning for an ageing population.</p>	

**Appendix: Workshop attendees' ranking of Opportunity Age suggested indicators**

	Indicator	Score	
		✓	✗
1	Overall measure of well-being based on CASP19 well-being questionnaire.	6	3
2	The proportion of older households that are below the set standard of decency.	15	2
3	Ownership of consumer durables/labour saving devices.		14
4	The proportion of older people whose lives are greatly affected by fear of crime.	15	3
5	Older people's experience of crime.	9	4
6	Frequency of contact with family and friends.	7	3
7	Access to goods and services using usual methods of transport.	13	3
8	People with access to motor vehicle/using public transport.	10	4
9	The number of trips made.	1	15
10	Healthy life expectancy at age 65.	23	3
11	Life expectancy at age 65.	6	10
12	The number of people suffering from mental ill-health.	9	6
13	The proportion of older people reporting a limiting illness.	9	6
14	Access to treatment.	15	1
15	Older people in education/training.	14	3
16	Attendance/participation in sport and/or leisure activities.	23	4
17	Employment rate of those aged 50-SPA.	17	4
18	Beliefs about availability of work.	2	8
19	Older people in work related education/training.	10	3
20	Older people exercising democratic rights.	9	1
21	Median net income for older people.	5	5
22	Wealth.	4	9
23	Relative low income.	7	5
24	Absolute low income.	4	5
25	Persistent low income.	11	2
26	Proportion of people below state pension age contributing to non-state pension.	4	4
27	Satisfaction with home care.	11	4
28	Proportion of older people receiving direct payments.	6	4
29	Proportion of older people being helped to live independently: receiving any community-based service.	18	3
30	Proportion of older people being helped to live independently: being supported intensively to live at home.	19	1