

## A good place to grow older Host Country Report

Geoff Ashton  
Pauline Wardman  
Department for Work and Pensions

### Introduction

There has never been a better time to grow older. People in the UK are living longer than ever before; many can expect to spend up to a third of their lives over State Pension age. Average life expectancy from birth has increased by thirty years over the last century, with people over 65 now outnumbering children under 16 for the first time. In addition, individuals are living much longer in later life; life expectancy at 65 has risen from 13 years to 23 years in the last 60 years. The number of over 65s will nearly double over the next fifty years, effecting a major and permanent change in the age structure of the UK population.

First and foremost, this is a great cause for celebration. Older people represent a massive store of social and intellectual capital, and improvements in healthy ageing are enabling people to be active contributors to society much later in life. Public policy can support individual choices to enable citizens to 'age well', maximising the potential for a virtuous circle where society can draw on a large cohort of active, healthy and experienced older citizens. There is a case that '70 is the new 60'. The life expectancy of a 70 year old male today is 17.3 years, the same as a 60 year old man in 1977, and these two groups appear to report similar levels of limiting long standing illness. The 'younger old' represent a significant potential civic resource.

There are also major challenges. Significant inequalities exist - for example, populations living in neighbouring local authority areas of London can have life expectancies that differ by up to 13 years. Around half of those over 60 are at risk of social exclusion.<sup>1</sup> The financial implications of an ageing society are considerable. The Office for Budget Responsibility point to our rapidly ageing population as a key threat to fiscal sustainability<sup>2</sup>. The resultant pressures on public finances are already significant, and public expenditure on over 65s is projected to increase by nearly 5% of GDP by 2059 - equivalent to £70bn a year in today's terms.

However, such views do not fully take into account the increase in economic activity attributable to the expansion of the population through increased longevity per se; or that much of the health-related cost attributed to older people is actually due to terminal illness and would occur irrespective of life expectancy; or uncertainties about the distribution of wealth between generations in the UK. Our focus must be to maximise the opportunities of longer life and challenge the outdated view that we should see older age as a time of dependence and inactivity. We are both realistic and optimistic. We are rising to the challenge to continue to develop social policy, and encourage civic activity that maximises the huge potential for a happy and active older age.

---

<sup>1</sup> See Annex 5 for evidence of social exclusion in the UK and identified risk factors.

<sup>2</sup> [http://budgetresponsibility.independent.gov.uk/d/pre\\_budget\\_forecast\\_140610.pdf](http://budgetresponsibility.independent.gov.uk/d/pre_budget_forecast_140610.pdf)

In the short-term, the UK Government's top priority is to make a significant reduction in the UK's budget deficit by 2015. This will create difficult choices for the allocation of resources in services that will benefit older people. But the opportunities and challenges of ageing are long-term, and the approach outlined in this paper takes this longer-term view, whilst still addressing current issues. Helping people to 'age well' will itself have a positive impact on the wider economy. Increases in state pension age will reduce public expenditure on pensions and increase revenues through tax.

Our approach to delivering these outcomes includes:

- Strategic reforms of public services (including pensions, benefits, health and care)
- Development of 'good places to grow older' locally, and
- Changing attitudes and behaviours of individuals to promote equality of opportunity for older people.

The Department for Work and Pensions (DWP) has the lead across central Government on older people's issues. Its Ageing Society programme co-ordinates work across policy areas including:

- Reforms to specific policy areas such as pensions or equality legislation
- Influencing central and local government to address the issues of ageing and improve the wellbeing of older people
- Work to change attitudes and behaviours of individuals to later life to increase understanding of longer retirement and the need to plan in order to live it well
- Engaging more fully with older people to understand their concerns and involve them in the design and delivery of policies and services

There are a further range of strategic reforms being implemented to respond to the demographic challenge which will help to tackle the issue of affordability and improve incentives for 'ageing well', but the effects will often take a long time to be realised.

- Pensions – State Pension Age, National Employment Savings Trust (NEST), Hutton review of Public Sector pensions
- Work and Benefits – Default Retirement Age, Universal Credit
- Health – Liberating the NHS - Public Health White Paper and National Dementia Strategy
- Social Care – the Vision for Adult Social Care, Dilnot review of Social Care Funding.

Making the UK a good place to grow older cannot be achieved by the UK national government alone. Local Government, the voluntary and community sector, the business sector, and citizens in their communities all have a role to play. These various factors – often complex and interrelating – are recognised in this paper.

## UK response

This section explores the UK's response to the opportunities and challenges of demographic ageing. Fundamental to our approach is that this is not just an issue for national Government. Civic bodies at all levels have a part to play, as does the public at large. We are all in later life or heading there, and all have a significant stake in shaping a society which is a good place to grow old.

The UK Government's role is sometimes as a leader, and sometimes as a facilitator. We have chosen the following headings to highlight the diversity of this response and to reflect this developing relationship:

- 1 Big Society
- 2 Travel
- 3 Housing
- 4 Collaboration with other sectors
- 5 Health
- 6 Challenging attitudes and behaviours to promote equality and opportunity
- 7 Helping people work longer
- 8 Financial protection measures
- 9 Place based initiatives
- 10 Contributions from the Devolved Administrations
- 11 Research and Business Innovation
- 12 Envoy

### 1. Big Society

The UK Government is championing a major shift in the balance of the relationship between citizens and the state – the Big Society - promoting social and personal responsibility over state control. The three core components of the agenda are:

**Empowering communities:** giving local councils and neighbourhoods more power to take decisions to shape their area;

**Opening up public services:** by enabling charities, social enterprises, private companies and co-operatives to compete in the provision of services;

**Promoting social action:** a 'call to action' to encourage and enable people from all walks of life to play a more active civic role, and promoting volunteering and philanthropy.

The UK has a large and thriving voluntary sector, to which older people themselves are significant contributors. In particular, organisations such as Age UK<sup>3</sup>, Alzheimer's Society<sup>4</sup>, WRVS<sup>5</sup> and CSV<sup>6</sup> schemes play an important role in supporting frail older people and their carers within their communities. The UK also has a well-established history of philanthropy through which

---

<sup>3</sup> [www.ageuk.org.uk](http://www.ageuk.org.uk)

<sup>4</sup> [www.alzheimers.org.uk](http://www.alzheimers.org.uk)

<sup>5</sup> [www.wrvs.org.uk](http://www.wrvs.org.uk)

<sup>6</sup> [www.csv.org.uk](http://www.csv.org.uk)

businesses support good causes and community development. The UK Government is seeking to build on this foundation and attract further volunteers from communities.

This agenda is in the early stages of development. Specific activity under consideration to support it includes provision of **funding** through:

- a) A new Big Society bank to grow the social investment market and make it easier for social entrepreneurs to access capital;
- b) Working with partners to establish a 'community fund' to enable small local organisations to access funding, by making it easier for consumers to donate to local good causes through restaurants, shops and other retailers.

Making it easier for communities to **develop service provision** by simplifying procurement processes, and to provide advice and support to people setting up new businesses.

Releasing **energy in communities** by raising up 5,000 community organisers who will identify community leaders, help the creation of neighbourhood groups and help local communities solve their own issues.

Whilst this agenda is society-wide, older people will significantly benefit significantly from it both as recipients and providers.

## 2. Travel

Older people view access to reliable, good value public transport as a key issue in their enjoyment of later life. It impacts on their access to essential services such as health, and contribution to society through volunteering, working, and child care, allowing other family members to work.

The UK Government is committed to ensuring our public transport system enables older people the same opportunities to travel as other members of society. There is statutory free off peak England-wide bus travel for older and disabled people in England (at a cost of around £1 billion per year). Similar schemes are available in Scotland, Wales and Northern Ireland.

Men and women become eligible for a free bus pass when they reach pensionable age. Around 11 million older and disabled people have had the opportunity for access to vital services and leisure activities since 1 April 2008. By 2020 the age of eligibility will increase to 66.

The government is improving the accessibility of all public transport; all new rail vehicles must be accessible and all existing rail vehicles will have to meet accessibility standards by 2020. Additionally all buses and coaches used on local scheduled services must meet accessibility standards by 2017.

Local communities have also developed their own schemes which include transport provided by volunteers and the government has relaxed restrictions on the size of vehicles that may be used under community transport permits and allowed drivers of community bus services to be paid.

### 3. Housing

Demographic change poses one of our greatest housing challenges. By 2026 older people will account for almost half (48%) of the increase in the total number of households, resulting in 2.4 million older households than there are today. Most homes and communities are not designed to meet people's changing needs as they grow older. Older people's housing options are too often limited to care homes or sheltered housing.

Housing should enable people to live independent lives and help them to be active members of their communities. It should also help to prevent people experiencing crises in their lives that impact on their health or wellbeing. This requires homes which support these aims, and for some older, vulnerable or disadvantaged people, it means providing housing support to help people lead full and active lives.

To address these questions we have explored strategic issues, such as how we design homes and neighbourhoods, and more immediate practical issues such as how to maintain homes in a good standard, and provide help to older people wanting to move to smaller properties, more appropriate to their needs, as they age.

#### Lifetime Homes, Lifetime Neighbourhoods

Lifetime Homes, Lifetime Neighbourhoods – a National Strategy for Housing in an Ageing Society, was published by Communities and Local Government (CLG), Department of Health (DH) and DWP in 2008, setting out a vision for future communities that would allow everybody regardless of age, to participate and enjoy their home and their environment for as long as possible.

Older people may need support to be able to continue to live in their own homes, or to move into different housing which is more suited to their needs. The **Supporting People** programme began on 1 April 2003, bringing together seven housing-related funding streams from across Central Government. It is a decentralised programme administered through 152 top-tier authorities (via Area Based Grant) who have complete discretion over where to direct their funds to best meet local needs. Services are largely delivered by the voluntary and community sector, and housing associations.

Supporting People helps around one million people at any one time, including approximately:

- 815,000 older people with support needs
- 39,000 single homeless people
- 36,000 people with mental health problems
- 10,000 women at risk of domestic violence

We are committed to helping elderly people live at home for longer through solutions such as home adaptations and community support programmes. Ongoing work towards this includes:

### The Housing our Ageing Population: Panel for Innovation (HAPPI)

This Panel gathered good practice from across Europe, spoke to housing experts and embarked on a period of research visiting schemes and meeting with residents. They put together new and creative proposals to help improve housing for older people in a report published in December 2009.<sup>7</sup>

### Home Improvement Agencies (HIAs)

These bodies help homeowners and private sector tenants, advising on improvements and adaptations that their clients may need in their homes, helping to apply for grants or loans and helping identify reputable local contractors to do the work. CLG sponsors Foundations, the national body for HIAs.<sup>8</sup>

### Handypersons

Handypersons do odd jobs, home and fire safety, energy checks, fall prevention checks, and signpost clients to other services. Since 2008, CLG has provided funding to expand handypersons services nationwide, and for 19 projects to test innovative housing related support services.<sup>9</sup>

### FirstStop

This is a free, independent national information and advice service for older people, their family and carers funded by CLG, provides joined-up advice across a range of housing, care and finance rights and issues. The Government is also investing in the development of local FirstStop partnerships to offer more intensive local support and advocacy services for older people.

---

<sup>7</sup> [www.homesandcommunities.co.uk/housing-ageing-population-panel-innovation](http://www.homesandcommunities.co.uk/housing-ageing-population-panel-innovation)

<sup>8</sup> [wwwFOUNDATIONS.uk.com](http://wwwFOUNDATIONS.uk.com)

<sup>9</sup> The **Handypersons benefits toolkit** provides guidance to Local Authorities to estimate the financial benefits and value for money of these services and demonstrates savings to commissioning partners. [http://wwwFOUNDATIONS.uk.com/pictures/content479/handyperson\\_financial\\_benefits\\_toolkit\\_-\\_guidance\\_document.pdf](http://wwwFOUNDATIONS.uk.com/pictures/content479/handyperson_financial_benefits_toolkit_-_guidance_document.pdf) helps.

## 4. Collaboration with other sectors

The UK Government stresses the importance of working with other sectors to make the UK a good place to grow older. Whilst there are many examples of cross-sector working that could be mentioned, we have highlighted those that have been developed with the older person in mind. All these initiatives stress the importance of older people being involved in the design delivery and evaluation of initiatives.

### UK Advisory Forum on Ageing

In July 2009, DWP set up the UK Advisory Forum on Ageing (UKAFA). This directly supports engagement between older people and Ministers, allowing them to hear directly from citizens on issues that are important to them both. The Forum is co-chaired by the Minister for Pensions and the Minister of State for Care Services.

The Forum was set up following the 2009 Elbourne Review of government's engagement with older people which recommended action to stimulate and develop engagement with older people at all levels across the UK. 'Empowering Engagement', the Government response, supported this with a programme of action to establish national leadership for older people through UKAFA and regional forums to promote the views of older people.<sup>10</sup>

The Forum is a further example of our commitment to devolve power from Westminster to individuals and to increase civic engagement. UKAFA works across Government and explores the entire ageing agenda including health, social care, transport, rural issues, housing, communities and the wider social justice agenda.

Membership involves representation from key stakeholder organisations, the nine English regions older people's representatives and representatives from the devolved nations; Scotland, Wales and Northern Ireland.

Whilst the quarterly meetings of the Forum provide a regular audience with Ministers, the strength of these arrangements is in the ongoing relationship between the national and local dimensions. Local forums allow dialogue on key policy issues to continue between quarterly Forum meetings and go much broader and deeper. UK Government is currently working closely with Forum members to strengthen these relationships and create a greater ownership of the agenda by Forum members rather than officials.

In recognition of the particular challenges of rural ageing, a complementary consultative group has been set up to explore this, made up of Forum members and officials from relevant Government Departments.

### Ageing Society Programme

DWP, as part of its responsibilities as the cross-government lead on ageing issues, has set out a programme of action to support the changes for individuals, for families, for the workplace and

---

<sup>10</sup>See [Independent Review of Older People's Engagement with Government - DWP](#)

economy and for public services and communities; a programme to move us closer to a true society for all ages. **Annex 2**

### **Ageing Well**

DWP is working with Local Government Improvement Development (LGID) in a project to help local authorities find their own innovative solutions to improve local services and to enhance the quality of later life for older people and future generations by continuing to improve the provision of joined up services for older people. The Ageing Well programme was launched in July 2010 and is designed to provide sector-led support to assist local authorities meet this challenge.

The project will focus on individual Local Authorities (LAs) or Local Strategic Partnership (LSPs) and offer specific improvement activities tailored to their individual needs in four key areas; **strong leadership, partnerships, joining up services and engaging older people.**

### **Get Digital**

DWP is working with CLG, Digital Unite<sup>11</sup> and the National Institute of Adult Continuing Education (NIACE)<sup>12</sup> to help people in sheltered housing gain access to new technology, computers and access to the internet and tackle digital exclusion. The project will also develop digital literacy and promote community engagement.

The project was launched in February 2010 and is introducing residents and staff in sheltered housing schemes to digital technology. It will work directly with 195 schemes, around 7,800 residents and via the Get Digital<sup>13</sup> website, encourage a further 300 schemes to get online.

### **Active at 60 Community Agents**

DWP Active at 60 National programme will seek to ensure people approaching retirement stay active and positively engaged with society, particularly those who are more at risk of social isolation. Community groups will be funded through small grants from the £1 million programme to develop a Community Agent in their neighbourhoods. The agents will seek to increase the participation in social, physical and learning activities and increase use of skills e.g. volunteering and mentoring.

### **Active at 60 Smartcard project**

DWP is working with Southampton City Council and Mid-Suffolk District Council to promote engagement and activity of the over 60s in their local community by using smart card technology. The project is testing how the existing 60+ travel concession card can be used to access other services and facilities for example, leisure and libraries. The data on usage that the smart cards provide will help authorities plan and deliver the services that older people really want, more effectively. The learning from the two sites (one urban and one rural), will be used to develop a business case to encourage Local Authorities to adopt this approach where appropriate.

---

<sup>11</sup> Digital Unite supports older people to help them use digital technology <http://digitalunite.com/>

<sup>12</sup> NIACE promotes adult learning <http://www.niace.org.uk/>

<sup>13</sup> Get Digital – supporting older people in sheltered housing use digital technology <http://getdigital.org.uk/>

## LinkAge Plus

LinkAge Plus (LAP) aimed to improve the well-being of older people through stronger partnership working between local government and the voluntary and community sectors. It aimed to provide better information and access to services and put older people at the forefront of service design and delivery. It ran different activities in eight local authority areas (see **Annex 3** for details of the Tower Hamlets pilot).

The LinkAge Plus programme had four objectives. To:

- Build a robust evidence base to support the case for joined up services in terms of delivering better outcomes for older people
- Build an evidence base that supports the economic case for fully joined up/holistic services for older people
- Test the limits of holistic working
- Build a body of good practice and lessons learned for other partnerships and communities thereby encouraging wider application of the approach beyond pilot sites

The national evaluation report was published in July 2009 and concluded:

- A strong business case for LAP, showing low investment costs and a short break-even period as well as significant benefits for older people e.g. each £1 spent on balance classes yielded health and social care savings of £1.40 plus benefits of around £0.90 to older people from improved quality of life.
- Home adaptation services yielded benefits to the taxpayer of £74 per adaptation visit from reduced healthcare spending and £40 to older people in terms of improved quality of life, against an average cost of adaptations of £67.
- Access to a wide range of services has been made easier as a result of the pilot work as they established single or multiple access gateways to a range of services going beyond the initial enquiry. For example, Nottinghamshire First Contact scheme enabled effective cross-referrals with an average of 2.2 additional referrals to other service providers, for each contact.
- LAP provided that 'little bit of extra help' that is vital for promoting older people's wellbeing e.g. Handy Person schemes, Village Agents<sup>14</sup>, leisure activities, gardening schemes, access to information and welfare advice.

The LAP approach (joined-up services for older people) has been adopted by a selection of local authorities and their partners. The change towards joined-up working is being driven partly by

---

<sup>14</sup> Village Agents bridge the gap between local communities, and organisations in the statutory and civic society sector able to provide help and support. They are mainly aimed at people aged 50+ in rural areas. <https://www.villageagents.org.uk/>

forecast increases in service demand as well as increased pressures on resources. Qualitative case studies have been conducted with local authority areas that adopted a LAP approach; Bradford, Camden, Gloucestershire, Lancashire, Leicestershire, Manchester, Merseyside and Warrington and findings published in the report 'Local delivery of joined-up services for older people' by Mike Robertson and Helen Wilkinson<sup>15</sup>.

## 5. Health

Life expectancy is continuing to increase, and on average three years out of four over the age of 65 is spent in good or fairly good health. Our ambition is not only for people to live longer, but to live longer in good health. In 2005 healthy life expectancy at age 65 was around 14.7 years for women and 12.9 years for men. Whilst many of the activities mentioned elsewhere in this paper contribute positively to the health of older people, this section focuses on activity **primarily** aimed at producing good health outcomes. It includes activity to address growing health challenges, and preventative measures to reduce the risk of ill-health developing.

### Prevention

There is increasing recognition within Government, and amongst service providers, of the wide scale benefits of investing in preventative approaches. For example, falls are responsible for over 2 million hospital bed days and 40% of admissions to nursing homes, costing £1.7 million a year. Minor safety adaptations to homes can reduce the number of falls in later life by up to 60%<sup>16</sup>.

Public services typically find it difficult to prioritise and sustain a preventative approach. Their attention is drawn to acute needs (social care is progressively being focused on those in most need; The Marmot Review<sup>17</sup> reported that only 4% of NHS expenditure was on preventative activity; benefits target those already in clear need). Reforms are seeking to redress the balance somewhat. The recent Vision for Adult Social Care has a strong preventative theme.<sup>18</sup>

There is an opportunity for communities and individuals to complement the role of professional public services by focusing on prevention. Communities, families, voluntary and community organisations and, particularly older people themselves, can play a key role in:

- Identifying and supporting at-risk individuals
- Helping overcome behavioural barriers for that group (overcoming negative mindsets, raising awareness of opportunities, helping get started with activities, helping build social networks)
- Designing and delivering messages and low level interventions; and signposting to public services, and helping shape those services.

---

<sup>15</sup> [www.research.dwp.gov.uk/asd/asd5/rrs-index.asp](http://www.research.dwp.gov.uk/asd/asd5/rrs-index.asp)

<sup>16</sup> McClure, R. Et al. (2005) *Population-based interventions for the prevention of fall-related injuries in older people in Cochrane Database of Systematic Reviews, Issue 1.*

<sup>17</sup> Fair Society, Healthy Lives – The Marmot Review. 2010.

<sup>18</sup> [http://www.dh.gov.uk/en/Consultations/Liveconsultations/DH\\_121509](http://www.dh.gov.uk/en/Consultations/Liveconsultations/DH_121509)

## Partnerships for Older People Projects

The Partnerships for Older People Projects (POPPs) were funded by the Department of Health to establish an evidence base for whether investment in preventative services for older people produces better outcomes for individuals, by promoting their health, well-being and independence, as well as generating efficiencies in the system by delaying the need for higher intensity services or long-term residential care.

Twenty nine local authorities were involved as pilot sites, working with health and voluntary sector partners to develop services, with funding of £60 million. The individual projects were determined according to local priorities. Of the 146 projects, two thirds were primarily directed at reducing social isolation and exclusion or promoting healthy living among older people. The remaining one third focused on avoiding hospital admission or facilitating early discharge from acute or institutional care.

The projects ranged from low level services, such as lunch clubs, to more formal preventative initiatives, such as hospital discharge and rapid response services. Over a quarter of a million people used one or more of these services over the three years.

All local projects involved older people in their design and management, including as members of steering or programme boards, in staff recruitment panels as volunteers or in the evaluation.

The evidence from the national evaluation is that the POPP projects appear to have produced efficiencies as well improved users' quality of life; those providing services to individuals with complex needs were particularly successful, but low level preventative projects also had an impact.

A practical example of what works is pro-active case co-ordination services, where visits to Accident & Emergency departments fell by 60%, hospital overnight stays were reduced by 48%, telephone calls to GPs fell by 285, visits to practice nurses reduced by 25% and GP appointments by 10%.

The vast majority of the POPP projects have been sustained through mainstream funding.

## A National Dementia Strategy

Dementia is one of the most important issues we face as the population ages. There are estimated to be over 750,000 people in the UK with dementia and numbers are expected to double in the next thirty years. The major causes of dementia in later life include Alzheimer's Disease, vascular dementia, and dementia with Lewy Bodies, and the differential diagnosis of these conditions is important for their effective clinical management. Direct costs of dementia to the National Health Service (NHS) and Social Care are in the region of £8.2bn annually.

*'Living well with Dementia – A National Dementia Strategy'*<sup>19</sup> was published in February 2009. It set out a vision for transforming dementia services with the aim of achieving better awareness of dementia, early diagnosis and high quality treatment at whatever stage of the illness and in whatever setting. The Strategy was followed in November 2009 by the publication of a report addressing the over-prescription of antipsychotic medication for people with dementia.

---

<sup>19</sup> [http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH\\_094058](http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_094058)

Implementation of the 11 recommendations contained within that report is an integral part of improving the care and experience of people with dementia and their carers.

There are four priority areas for the Department of Health's policy development work during 2010/11 to support local delivery of the Strategy. Whilst all the 17 objectives in the strategy remain important, these areas provide a real focus on activities that are likely to have the greatest impact on improving quality outcomes for people with dementia and their carers.

The four priority areas are:

**Good quality early diagnosis and intervention for all** – Two thirds of people with dementia never receive a diagnosis; the UK is in the bottom third of countries in Europe for diagnosis and treatment of people with dementia; only a third of GPs feel they have adequate training in diagnosis of dementia.

**Improved quality of care in general hospitals** – 40% of people over 75 admitted to hospital have dementia; the patient experience is often poor; the excess cost is estimated to be £6m per annum in the average General Hospital; co-morbidity with general medical conditions is high, people with dementia stay longer in hospital.

**Living well with dementia in care homes** – Two thirds of people in care homes have dementia; dependency is increasing; over half are poorly occupied; behavioural disturbances are highly prevalent and are often treated with antipsychotic drugs.

**Reduced use of antipsychotic medication** – There are an estimated 180,000 people with dementia on antipsychotic drugs. In only about one third of these cases are the drugs having a beneficial effect and there are 1800 excess deaths per year as a result of their prescription.

DH is working in consultation with partner organisations to identify key outcomes, which people with dementia and their carers expect. The Department will also be developing specific, measurable indicators across health and social care, which underpin these outcomes, building on existing work such as the 2006 NICE/SCIE guideline, the NICE Quality Standard published in June 2010 and work undertaken by the Alzheimer's Society.

In October 2010 the Dementia Action Alliance was launched, consisting of 44 organisations that signed up to the Dementia Declaration, each with a published action plan of how they intend to help implementation of the National Dementia Strategy. Their progress will be monitored and reported by the Alzheimer Society.

### **End of Life Care Strategy**

Around half a million people die in England each year, of whom almost two

- thirds are aged over 75. The large majority of deaths at the start of the 21<sup>st</sup>
- century follow a period of chronic illness such as heart disease, cancer, stroke,
- chronic respiratory disease, neurological disease or dementia.

When asked, most people say they would prefer to be cared for at home at the end of life. However, most deaths (around 55%), occur in NHS hospitals, with around 20% occurring at home, 17% in care homes – which for many is their home, 5% in hospices and 3% elsewhere. The End of Life Care Strategy for England, published in 2008, aims to improve care for people approaching the end of life, whatever their diagnosis or wherever they are, including enabling more people to be cared for and die at home, if they wish. The Strategy covers all adults with advanced, progressive illness and care given in all settings. It will improve care through raising awareness of issues around death and dying, improve discussion and planning with individuals for their care; improve community services; development of specialist palliative care outreach services, and workforce training and development.

Implementation of the Strategy will make a step change in access to high quality care for all people approaching the end of life. This should be irrespective of age, gender, ethnicity, religious belief, disability, sexual orientation, diagnosis or socioeconomic deprivation. High quality care should be available wherever the person may be: at home, in a care home, in hospital, in a hospice or elsewhere.

One major barrier to improvement is the taboo on discussing death, dying and bereavement. The Strategy is tackling this directly by setting up Dying Matter, a national coalition of organisations. The North East of England has developed an End of Life Charter for a good death, which sets out proposals for the kind of care and support which people who are dying, their families and carers, can expect to receive.<sup>20</sup>

The new Coalition Government is pressing on with implementing the Strategy and has further confirmed its commitment to improving quality and choice in palliative and end of life care, by committing to move towards a national choice offer to support people's preferences about how to have a good death. The Government will work with all providers, including the voluntary sector, to ensure that people have the support they need.

## **6. Challenging attitudes and behaviours to promote equality and opportunity**

We want our society to be one that values and respects the older person. Outdated negative stereotypes of older people still exist, and we are determined to challenge these. Many of the activities described in this paper will contribute to this aim. This section looks at measures which seek to promote positive views and treatment of older people as a primary aim, or high priority. They include the use of legal instruments and intergenerational work to break down barriers between generations.

### **Age Discrimination – Equality Act: Ending unjustifiable discrimination**

We consider it unacceptable to treat some people worse than others simply because of their age when accessing services and public functions. We want to create a society for all ages where people are not defined by their age, but rather treated as an individual. However it is important to remember that different treatment because of age does not always constitute unjustifiable

---

<sup>20</sup> [www.agooddeath.co.uk](http://www.agooddeath.co.uk)

discrimination. It is often justifiable for society to treat people differently because of their age e.g. when providing priority flu vaccinations for over 65s.

The Equality Act 2010, includes provisions enabling a ban on age discrimination in the provision of services and public functions. The new Public Sector Equality Duty will require public bodies to engineer out age discrimination and engineer in equal opportunities when planning and delivering services. The Government is currently considering further how these provisions can be implemented in the best way for business.

Implementing the age discrimination ban will include further legislation, subject to public consultation, setting out the circumstances in which it will remain lawful to use age as a reason for treating people differently. We envisage that the age discrimination ban will come into force in 2012. The ban on age discrimination will send a clear signal that ageism is unacceptable.

### Generations Together

Many local areas and Local Authorities promote intergenerational work. We have signalled our support for intergenerational work through a programme of its own. The Generations Together programme is a £5.5 million programme supported by five government departments, to fund 12 intergenerational demonstrator sites up to £400,000 each. The programme aims to test innovative approaches to bringing older and younger generations together to support community cohesion, shared respect and understanding and to contribute to the reduction in the fear of crime.

The programme is designed to:

- Generate wider interest in and thinking about intergenerational work;
- Increase the number of volunteers working on intergenerational activity by around 11,000 by the end of the programme;
- Encourage a more strategic and sustainable approach;
- Provide robust evidence of the effectiveness of intergenerational initiatives and develop evidence about which models are most effective in delivering which outcomes, for which group of people, in which situations;
- Intergenerational activity can be a key element in helping people of different ages and backgrounds feel like they are part of the same community, appreciate their similarities and respect their differences.

Bids for the funding were sought from English local authorities with social services/children's service responsibilities in partnership with third sector organisations. The successful sites were; Ealing (London), Gateshead (North East), Hammersmith and Fulham (London), Luton (East of England), Northamptonshire (East Midlands), Manchester (North West), Plymouth (South West), Portsmouth (South East), Wakefield (Yorkshire and the Humber) and Worcestershire (West Midlands).

Each demonstrator site has developed an implementation plan with the Youth Taskforce setting out key milestones, volunteer and recipient outputs and outcome targets, financial profile and risk register.

## 7. Helping people to work longer

There are a range of reasons for reappraising older people's role in society and for encouraging a more flexible approach to retirement so that those who are good at their job and want to continue to work are able to do so - financial benefits to both the individual and the wider economy; and the health and social benefits many people gain from working later into life.

By the early 2020s, people over 50 will comprise almost a third of the workforce and half the adult population. Someone retiring at 65 in 1981 typically had about 18 years of retirement. Today, someone retiring at 65 can look forward to an average retirement of 22 years.

The UK has a number of measures in place to support older people in choosing to work longer, including:

- financial incentives for working beyond State Pension age;
- specialist back to work support for older people and benefit reform;
- initiatives aimed at helping employers to support older worker employment, flexible working and retirement; and
- Retirement practices and legislation that seek to protect people from age discrimination – in particular abolishing the Default Retirement Age.

Initiatives that promote continued learning in later life can both improve opportunities to work longer, and generally improve health and enjoyment in later life.

- There are currently around 1.4 million people over the current State Pension Age who are in work; many of these work part time.
- The employment rate for people aged 50 to 64 is 64.9%- significantly lower than the rate for people aged 35-49 of 81.1%.
- The National Institute for Economic and Social Research estimate that extending working life by one effective year could increase GDP by 1% (£13bn).<sup>21</sup>

### Default Retirement Age

The Employment Equality (Age) Regulations were introduced in 2006 to prohibit discrimination in employment because of age. Among other things, they introduced a national Default Retirement Age (DRA) of 65 and prohibited compulsory retirement below 65 unless objectively justified. In effect, therefore, it is currently lawful for an employer to discriminate against an employee on the grounds of their age when it comes to retirement.

However, in June 2010, the Government announced the DRA would be phased out and launched a consultation document in July 2010. This set out the background to the DRA, and explained the transitional arrangements which the Government is proposing for its removal. We have proposed

---

<sup>21</sup> [http://www.niesr.ac.uk/pdf/061009\\_132607.pdf](http://www.niesr.ac.uk/pdf/061009_132607.pdf)

that removal of the DRA will begin in April 2011, with transitional arrangements covering the period until 1 October 2011.

Phasing out the DRA is just one of the steps that the Government is taking to enable and encourage people to work for longer, alongside increasing the State Pension Age to 66 and ensuring there is effective support for those out of work to find work.

As well as removing the DRA to enable people to work for longer, the Government is also proposing to help employers by removing the administrative burden of the current DRA-associated retirement procedure – the so-called 'right to request' working beyond retirement, which an employer has a duty to consider.

Although the Government is proposing to remove the DRA, it will still be possible for individual employers to operate a compulsory retirement age, provided that they can objectively justify it.

The Government will publish its response to the consultation exercise later in 2010.

### Access to learning

Learning makes an enormous contribution to the quality of life, health and well-being of individuals, neighbourhoods and wider society. It is well documented that older people who engage in some form of learning activity keep mentally and physically active and can live longer and healthier lives and preserve their independence.

Learning can also be extremely effective in combating the negative effects of living alone and meeting head-on the challenges of deprivation, disability and isolation that often limit people's life chances and their day-to-day quality of life and wellbeing.

The broad strategy of *The Learning Revolution* (2009) included several strands focusing on older learners. More information about these and the outcomes of the various projects is available at: <http://thelearningrevolution.ning.com/> and on the School of Everything website at <http://schoolofeverything.com/>

Key elements are summarised in **Annex 5**

## 8. Financial Protection Measures

### Pensioner Poverty

A secure level of financial income is an important contributor to a happy and independent later life. The UK's approach includes a number of elements including improving the contributory based State Pension, targeted payments related to specific circumstances (such as to pay for heating during the winter) and means-tested supplementary income. Older people also enjoy age-related benefits in kind, reducing demands on household expenditure.

### Supporting people on low incomes

- 1.8 million pensioners (16 percent) in relative poverty in 2008/09 (measured as below 60 percent of contemporary median income after housing costs are taken into account).
- 1 million pensioners (9 percent) in absolute poverty in 2008/09 (measured as below 60 percent of 1998/99 median after housing costs uprated by prices)
- In 2008/09, the proportion of pensioners in relative poverty after housing costs was lower than the population as a whole – 16 percent compared to 22 percent.
- Pension Credit tops income up to a minimum amount of £132.60 a week (£202.40 for couples). Those with severe disability, caring responsibilities and/or qualifying housing costs may be entitled to extra amounts.

From 2011 the earnings link for the basic State Pension will be restored with a 'triple guarantee' that the basic State Pension will increase by the highest of earnings, prices or 2.5%.

In the event that the basic State Pension is increased by more than earnings under the terms of the 'triple guarantee' in 2011, the Government's intention is that the majority of Pension Credit customers will benefit from the full cash value of this increase.

DWP has made it easier for citizens to claim their benefits. Customers are able to claim Housing Benefit and Council Tax Benefit over the telephone with Pension Credit without the need for a signed claim form.

Calls to the 0800 claims number from a British Telecom (BT) landline or from the six largest mobile phone networks are free.

Research is being conducted to help build the evidence base on how the information that is available to DWP can be used more effectively to ensure pensioners get the help that is available.

### Addressing Fuel Poverty

The Government remains committed to doing all that is reasonably practicable to eradicate fuel poverty in all households in England by 2016 (2018 in Wales). A household is said to be in fuel poverty if it needs to spend more than 10% of its full income (after tax) on fuel to maintain a satisfactory heating regime (usually 21 degrees for the main living area, and 18 degrees for other occupied rooms).

Projections for England indicate there are likely to be around 4.1 million fuel poor households in 2009 and a slight reduction to 4 million in 2010. Fuel poverty figures for 2009 and 2010 will only be known when detailed results of the surveys on household income and efficiency programmes are published in 2011 and 2012 respectively.

In winter 2008/09 the Winter Fuel Payment (worth £250 for households with someone aged up to age 79 and £400 for households with someone aged 80 and over) helped over 12.3 million older people in around 9 million households with their fuel bills. This was at a cost of £2.7 billion. We expect the figures to be similar for winter 2009/10.

Cold Weather Payments of £25 per week provide additional support to the most vulnerable in periods of exceptionally cold weather. In winter 2009/10, 11.6 million payments were made, worth £290 million.

The Warm Front Scheme<sup>22</sup> has assisted over 2.1 million households, in England, since its inception in 2000. On average, each household receiving Warm Front assistance has the potential to save over £300 per year on energy bills through energy efficiency and better insulation measures.

Working with the Department of Energy and Climate Change (DECC) and the energy suppliers, DWP ran the Energy Rebate Scheme in 2010, which provided a rebate of £80 on electricity bills (funded by energy suppliers), to up to 250,000 of the poorest pensioners.

### **Care and Support – Commission on the Funding of Care and Support**

The UK is involved in a continuing debate on how to fund social care. In Scotland and Wales, different approaches are taken since this is a devolved issue. The Commission on the Funding of Care and Support, chaired by Andrew Dilnot, will make recommendations on how to develop a funding system that is a fair partnership between the state and the individual. The Commission has been asked to deliver practical and deliverable recommendations by July 2011.

Decisive steps have been taken to accelerate the pace of reform so that older people and disabled people get the personalised care they need and have more choice and control over how their needs are met. A vision for adult social care, including the key next steps on personalisation will be published in late 2010.

As a key component of a lasting settlement for the social care system, the law underpinning adult social care will be reformed by creating a single, modern statute, helping disabled people, older people and carers understand whether services can or should be provided. The Government is working with the Law Commission on these proposals.

The conclusions of the Law Commission and the Commission on the Funding of Care and Support will form part of a White Paper in 2011, with legislation following to establish a sustainable legal and financial framework for care and support.

### **Place - based Initiatives**

The UK Government is committed to encouraging local communities to develop local responses to their ageing communities. The LinkAge Plus and POP projects mentioned above are examples of place-based initiatives developed in collaboration between Government and Local Authorities. Other successful responses to local ageing have been led by cities and local communities, two examples of which are given here.

---

<sup>22</sup> <http://www.warmfront.co.uk/>

## The World Health Organisation Age-Friendly City Programme – Manchester

Manchester, along with nine other cities, has joined the first wave of the World Health Organisation's (WHO) Age-Friendly City programme. Their guidance states that an age-friendly city '*encourages active ageing by optimising opportunities for health, participation and security in order to enhance quality of life as people age*'.

Following extensive consultation in 2008-9 with its older citizens, coupled with learning and research, Manchester identified five achievable strategic objectives to make the city a great place to grow older:

- Create better neighbourhoods for older people
- Increase the income and employment of older people
- Increase older people's participation in cultural and learning activities
- Improve the health of older people
- Improve care and support for older people.

The strategy<sup>23</sup> sets out a ten-year vision for the city, with a commitment to significant progress through the following two-year plans of action. It covers:

- Lifetime Neighbourhoods, including Housing, Transport, Environment and Sustainability and Community Safety
- Income and Employment, Culture and Learning, Healthy Ageing and Care and Support Services
- Three cross-cutting themes: improving Engagement, improving Relationships and promoting Equality.

Manchester has been working for many years to improve life for the city's older people. In 2003 the Valuing Older People (VOP) partnership was established by the Joint Health Unit in the Town Hall, bringing together the Council and the Primary Care Trust, with a range of other organisations. The partnership invited over 50's from across the city to form the VOP Board; a group of older people who would hold the VOP partnership to account for its work, put forward the views of older people on improving quality of life, and have a say in decisions about services.

The initial Quality of Life Strategy was launched in 2004, with VOP Board members actively involved in topics such as; transport, crime prevention, healthcare, black and minority ethnic issues, not just giving their feedback, but learning to influence the decision makers.

The VOP Board launched their report 'From Sidelines to Centre Stage' at an event on UK Day of Older people last October. It details the development and achievements of the VOP Board from 2004-2010 and has been nominated for design awards.

---

<sup>23</sup> [www.manchester.gov.uk/vop](http://www.manchester.gov.uk/vop)

Initiatives include:

The **VOP Small Grants Programme** to fund activities for older people organised by local community groups, which ensure that regardless of ethnic origin, gender, sexuality or other factors, everyone gets fair and equal treatment. Since 2004, £89,615 in grants has been invested in more than 200 groups.

**Manchester Ethnic Elders Project** was set up as a research project to reach out to British Minority Ethnic (BME) elders to ensure their voices were heard and that they were receiving the right support e.g. housing and social care. More than 440 BME elders gave their own views in their own language, as well as doctors and social care professionals. The new Ageing Strategy includes several recommendations.

Manchester has gained a reputation for being a pioneering city when it comes to improving the life of older people and the VOP Board has shaped the city's new Ageing Strategy 2010-2020.

Manchester Older People's Forum is attended by over 80 older residents who receive presentations and debate a range of issues; membership now stands at 220.

VOP Neighbourhood Co-ordination twice-yearly themed events bring together a wide range of staff and officers who work on the front line with older people across the city. New VOP Networks are being developed in the city, there will soon be 12 Networks of frontline staff collaborating to improve information, opportunities and activities for older people across 24 wards.

'Full of Life' festivals are held each September and October - last year there were an estimated 4,000 visitors to over 100 events across the city.

### **Beacon Council - Camden**

Camden Council in central London achieved beacon<sup>24</sup> council status for its positive engagement with older people in 2009/10. During their 'beacon' year, they developed a platform for local authorities, Government officers and the community and voluntary sectors to learn from each other and to transfer knowledge.

Camden's older people identified eight priority areas for their older people's strategy:

- accessible transport
- information about services, activities and opportunities
- feeling involved and influential
- arts, culture and learning
- being healthy
- feeling safe and secure in the home and the community

---

<sup>24</sup> The Beacon council scheme recognised and promoted excellence in local government. [http://www.beacons.idea.gov.uk/beacons\\_redirect/holding-page.html](http://www.beacons.idea.gov.uk/beacons_redirect/holding-page.html). From April 2010 it was replaced with the Local Innovation Awards Scheme <http://www.localinnovation.idea.gov.uk/idk/core/page.do?pageId=1>.

- feeling supported

A conference is held for Camden's older people once a year to feedback on the progress made on the strategy. Initiatives include:

- A partnership working across the council, community and voluntary sector raised £1.74 million in additional benefits for older people in 2008/09;
- A 'healthy ageing' programme has been developed and is delivered in the voluntary sector. The programme includes 5 weekly sessions, with the aim of preventing disease in later life as well as encouraging and supporting people to access healthier lifestyles;
- Eight outdoor gyms have been opened across the borough;
- Four walking maps (Kings Cross, Holborn, Kentish Town and Royal Free Hospital area) produced by Camden NHS and Natural England. The maps are handed out by GPs in those areas;
- The Networkers programme, has over 200 volunteers who act as 'health mentors', distributing information about physical and mental health to around 4,000 older people in the last year.

## 10. Contributions from the Devolved Administrations

### Northern Ireland

#### Development of a new Older People's Strategy

Whilst many older people live full and productive lives, they are an increasingly vulnerable group in our society; more than a quarter of pensioners live in poverty and half live in fuel poverty. The proportion of older people in our society is also increasing, by 2041 42% of the population here will be 50 or over and people of pensionable age will represent 25% of the population. Work is ongoing to develop a new age strategy. It is hoped that the revised strategy will be issued for public consultation in Spring 2011.

#### Northern Ireland Commissioner for Older People

Following extensive research, development of the legislation and wide public consultation, the Bill to establish a Commissioner for Older people passed its Final Stage in the Northern Ireland Assembly on 7<sup>th</sup> December 2010 with unanimous support. The establishment of a Commissioner will provide for the first time a body both that truly understands the difficulties facing older people and that has the powers to bring about changes to improve their lives.

The Bill will create a Commissioner who can:

- Stand up for and speak for older people;
- Help shape government policy in the interests of older people;
- Raise public awareness by publishing research on issues affecting the lives of older people;
- Challenge discrimination against older people, promote positive attitudes towards older persons and promote their participation in public life;
- Encourage best practice in the treatment of older people;
- Investigate and resolve complaints on their behalf;
- Commission mediation services to help resolve difficult disputes;
- If necessary, take legal cases on behalf of older people or assist older people with their own legal cases.

The Bill will now proceed to Royal Assent and a Commissioner can then be appointed in 2011. Older people will be involved in the recruitment process.

### **Older People's Advocate**

Given the time associated with developing the primary legislation for an Older People's Commissioner, Ministers recognised that interim arrangements were required to formalise communication channels with the older people's sector and maintain momentum towards the establishment of a Commissioner. An interim Older People's Advocate was appointed in December 2008. This appointment will terminate when the Commissioner has been recruited and appointed.

### **Older People's Advisory Panel**

The Older People's Advisory Panel was established to advise the Office of the First Minister and deputy First Minister (OFMDFM) on a range of areas including:

- Changing and emerging issues of a particular relevance to older people;
- The impacts of the Executive's policies and strategies generally on older people, and
- Identify potential gaps in research.

Advisory Panel representatives are drawn from a wide range of organisations including the age sector, the research community, the private sector, the Equality Commission for Northern Ireland and the Northern Ireland Human Rights Commission. The panel is chaired by the Older People's Advocate and has been given the task of assisting with the review and development of a new older people's strategy.

## Transport

Senior Smartpass holders in Northern Ireland can use them to obtain free travel on public transport throughout the island of Ireland. Free travel is available on services provided in Northern Ireland by Translink (Ulsterbus and Northern Ireland Railways) and on most services within the Republic of Ireland operated by Dublin Bus, Bus Eireann, Iarnród Éireann and the DART and LUAS services in Dublin.

## Scotland

### All Our Futures

*All Our Futures: Planning for a Scotland with an Ageing Population (2007)*, dealt with the issues around the demographic ageing of the population in Scotland. It set out a vision for Scotland which values and benefits from the talents and experience of its older people—older people contributing and participating, enjoying a sense of purpose and belonging, respected and included.

The main commitments in *All Our Futures* have been implemented:

- To report to Parliament – the first report was submitted to the Scottish Parliament on 8 December 2008
- To set up the **Scottish Centre for Intergenerational Practice**. It works with public, private and voluntary sector organisations, as well as individuals and families, to gather and share best practice, provide information and support, and develop new opportunities for intergenerational working in communities. It has close links with the Centre for Intergenerational Practice in England and also with the Welsh centre for Intergenerational Practice. Its website is at [www.scotcip.org.uk](http://www.scotcip.org.uk)
- To set up the **National Forum on Ageing Futures Group**; an independent ‘think tank’ formed to continue imaginative, forward positive thinking. Its first report is ‘Unlocking our Potential: Older People – a key to Scotland’s future?’<sup>25</sup>
- Its second report *Learning Through Life: Older people- the forgotten generation?* (April 2010) aims to provide an overview of the current state of lifelong learning in Scotland and its third report is on skills and employability (November 2010).
- A campaign to combat ageism and promote more positive images of older people. *See the person, not the age* has now run in three phases, summer 2008, spring and autumn 2009. These involved *See the person, not the age* TV, radio and press advertising, PR work for press coverage and editorial platforms, a web-site developed for the purpose, and wrinkly billboards.
- A national stakeholder event at the end of 2007 became a series of 7 events across Scotland in 2008 and 2009: the Report from these was published in September 2009.<sup>26</sup>

---

<sup>25</sup> <http://www.qmu.ac.uk/copa/forums/NFA%20Futures%20Group.docs/National%20Forum%20on%20Ageing%20Futures%20Group%20Report%20Sep09.pdf>

<sup>26</sup> [Stakeholder Events report 2009](#)

## Scottish Government Strategic Framework

The Scottish Government's work on older people's issues is now aligned, its single, overarching purpose:

*To focus government and public services on creating a more successful country, with opportunities for all of Scotland to flourish, through increasing sustainable economic growth.*

This is underpinned by five strategic objectives. It is taking forward the principles of *All Our Futures* for a Scotland where older people enjoy a sense of purpose and belonging, where they contribute and participate and are respected and included in all it does.

## Scottish Older People's Assembly

The first Scottish Older People's Assembly was held in the Scottish Parliament on 2 October 2009. The Assembly is organised by older, for older people. The Scottish Government responded to the 13 priorities identified in the Assembly's Report.<sup>27</sup> The second Assembly was held in Glasgow on 10 November 2010.

## Wider Planning for an Ageing Population – Reshaping Care.

Wider Planning for an Ageing Population – Reshaping Care is perhaps the largest piece of work being undertaken by the Scottish Government that affects older people. This major work is looking at reshaping care services for older people in the light of the demographic ageing of the population. It is being taken forward jointly by the Scottish Government and COSLA, along with other partners.

## Other developments

Other significant issues that are of benefit to older people include:

- The **Care Information Scotland** telephone helpline and website, launched in March 2010, which provides a range of useful material about community care in one place including information about specific local services and how to access them.
- The **Active Nation** website launched on 1 March 2010, which provides a range of information on how to get active, gives details of facilities and classes available locally and encourages everyone to set their own physical activity goal. This is a major part of the planned legacy from the Commonwealth Games.
- The **National Dementia Strategy** launched on 1 June 2010.
- The **Energy Assistance Package** launched on 6 April 2009 tackles all aspects of fuel poverty. It includes access to energy efficiency advice, energy-tariff advice and advice on income maximisation.

---

<sup>27</sup> [Scottish Government response April 2010](#)

- The freeze on council tax, introduced first in 2008-09 and now frozen for the third year 2010-11, which particularly benefits older people on fixed incomes.

## Wales

The Welsh Assembly Government<sup>28</sup> is the devolved Government for Wales. It consists of The First Minister, Welsh Ministers, The Counsel General and Deputy Ministers. The Government's responsibilities cover such key areas of public life as health, education and the Environment.

### Strategy for older people

The Welsh Assembly Government (WAG) has developed its own Strategy for Older People in Wales.<sup>29</sup> This provides a structured basis for WAG and other public bodies in Wales to develop policies and plans to address the implications of an ageing population. It covers four strategic and cross-cutting themes:

- **Valuing Older People - Maintaining and Developing Engagement.**  
Promote positive images of ageing and ensure that the over 50s are able to participate as fully as they wish in their communities, giving them a stronger sense of engagement and influence.
- **Changing Society - The Economic Status and Contribution of Older People.**  
Develop policies to increase the capacity of the over 50s to continue to work, learn, volunteer and care, making an active contribution for as long as they wish, and ensure that older people do not live in poverty.
- **Well Being and Independence.**  
Improve the health and well being of older people through initiatives to promote health, as well as high quality, responsive and appropriately regulated health, social care and housing services. These will enable older people to live as actively and independently as possible in a suitable and safe environment of their choice.
- **Making it Happen - The Implementation of the Strategy.**  
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, improving services for older people, providing the basis for effective planning for an ageing population and reflecting the concerns of older people.

The strategic aims within the four themes embody the 'mainstreaming' of older people's concerns **across all policy areas.**

---

<sup>28</sup> <http://wales.gov.uk/about/?lang=en>

<sup>29</sup> <http://wales.gov.uk/topics/olderpeople/strategy/?lang=en>

Key policy areas that impact on the wellbeing of older people include the following. **Intergenerational Practice** is promoted by a successful partnership arrangements and intergenerational projects.<sup>30</sup> **The Community Cohesion Strategy 'Getting on Together'**<sup>31</sup>, focuses on developing positive relationships within communities, thereby reducing isolation and exclusion. The strategy also highlights the positive contributions made to communities by both younger and older people by fostering productive and mutually supportive relationships. Funding of £5 million has been made available to all local authorities in Wales to encourage them to develop local approaches to cohesion. Work to promote **Digital Inclusion**<sup>32</sup>, involves bringing together a range of partners from business and community groups to realise Wales' ambition to becoming a smarter, better connected society and economy. Activity to improve the housing stock in Wales<sup>33</sup> includes programmes to make repairs and adaptations to the homes of vulnerable older people.

### Supporting the strategy

#### Older People's Commissioner for Wales

The Office for the Commissioner for Older People in Wales<sup>34</sup> has been established to help promote and safeguard the interests of people in Wales aged 60 or more. The Office is established by statute and is independent of WAG.

#### Older People's Wellbeing Monitor for Wales 2009

The Older People's Wellbeing Monitor for Wales<sup>35</sup> focuses on the wellbeing of older people aged 50 and over in Wales, with a view to providing an holistic picture of their lives. It brings together statistics and research from a range of different sources. It reports on nine indicators of change from the Strategy for Older people and the 18 UN Principles for Older Persons. The themes are Dignity and Social Inclusion, Independence and Material Wellbeing, Participation, Health and Care, and Self-fulfilment and active ageing.

## 11. Research and Business Innovation

Research is fundamental to further improvements in healthy life expectancy, the development of effective technologies and services to extend independent living in later life, and the development of appropriate policies for an ageing population. Ageing and the challenges of demographic change are research priorities for UK Government-funded research and development (R&D). Engagement with older people as users is recognised as essential to the work supported by Research Councils UK, the Department of Health, universities and other funders. For example, the recent £12.6 million award by the Engineering and Physical Sciences Research Council (EPSRC) to Newcastle and Dundee Universities for a 'Social Inclusion in the Digital Economy' Research Hub involves a regional research panel of 3,000 largely older users being established by Newcastle University's Institute for Ageing and Health.

---

<sup>30</sup> <http://wales.gov.uk/topics/olderpeople/publications/intergenerational/?lang=en>

<sup>31</sup> <http://wales.gov.uk/topics/housingandcommunity/communitycohesion/publications/strategy/?lang=en>

<sup>32</sup> <http://wales.gov.uk/topics/housingandcommunity/regeneration/digincl/?lang=en>

<sup>33</sup> <http://wales.gov.uk/topics/olderpeople/housing/?lang=en>

<sup>34</sup> <http://new.wales.gov.uk/topics/olderpeople/commissioner/?lang=en>

<sup>35</sup> <http://wales.gov.uk/topics/olderpeople/research/wellbeingmonitor2009/?lang=en>

The Department of Health through the National Institute for Health Research<sup>36</sup> has established effective Clinical Research Networks (CRNs) in fields including cancer, dementia and neurodegenerative disorders, diabetes and stroke: these have done much to increase the inclusion of patients of all ages and in areas outside of the major research centres in trials of interventions. The DH and NHS have led other sectors in the development of Patient and Public Involvement (PPI) in service development and research

The Government Office of Science has undertaken a substantial Foresight exercise reviewing the best scientific evidence for the factors that influence an individual's mental development from conception to death and possible interventions to promote mental capital and wellbeing throughout the life course, including later life. The report provides new insights and an evidence base for policy makers in building and sustaining good mental health at all ages including later life.

Attention has been drawn to one area with considerable potential to improve the quality of life of older people where the UK is underachieving; this is the failure by the private sector to develop and market assistive and enabling technologies which could support independent living. The House of Lords Science and Technology Committee has examined scientific aspects of ageing and concluded 'we have found a generalised failure by industry and commerce to recognise the enormous potential of the market which older people represent – a market which is already large and continues to grow. This is largely a matter for industry itself to resolve. A failure to do so will result in older people not benefiting from improvements in their quality of life which are there for the taking, but perhaps the chief sufferer will be UK industry itself.'

## 12. Envoy

We have chosen deliberately to outline not only the national policies and some of the many local initiatives which make the UK a good place to grow older, but have also commented on wider issues such as research which has a critical role to play. Like most other nations, the UK is at an early stage of addressing the opportunities and challenges of demographic change: many of the initiatives mentioned await full evaluation and are offered here in the hope that they may be relevant to the experience or plans of our EU partners.

We hope to learn which of these approaches appears to be most fruitful in addressing the challenges associated with ageing and which areas would appear to need strengthening or require much further consideration. The cost of many interventions to promote health and wellbeing in later life, and the time/expense required to evaluate them, provide a strong case for mutual learning and cooperation in research across national boundaries and we hope to identify some of these opportunities.

---

<sup>36</sup> <http://www.nihr.ac.uk/Pages/default.aspx>

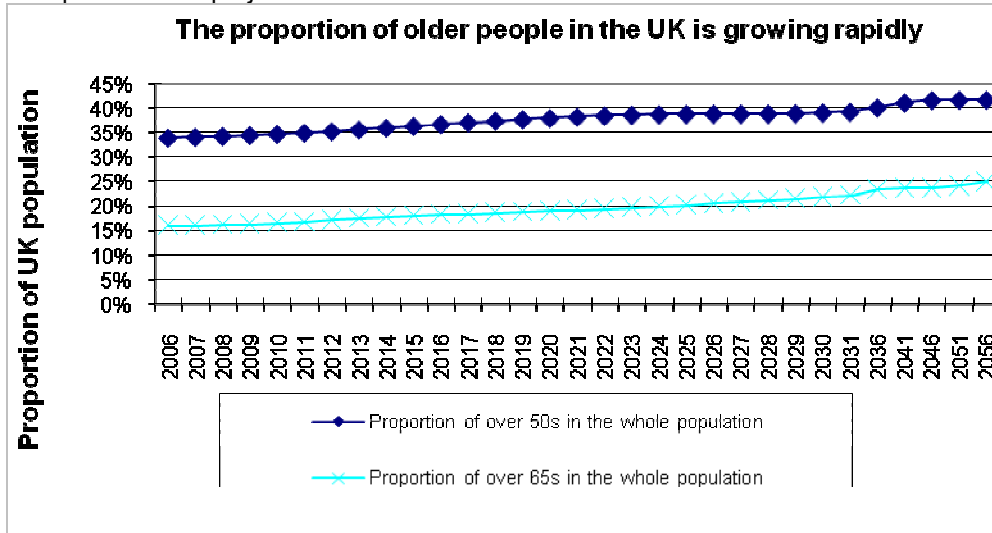
**We would like Peer Countries to consider:**

- 1 Which of these approaches appears to be most fruitful in addressing the ageing challenge?
- 2 Which areas would appear to need strengthening?
- 3 What approaches from EU partners do you think we would find most helpful in considering further?
- 4 What particular information can you provide which will help local communities be more successful in ageing well?

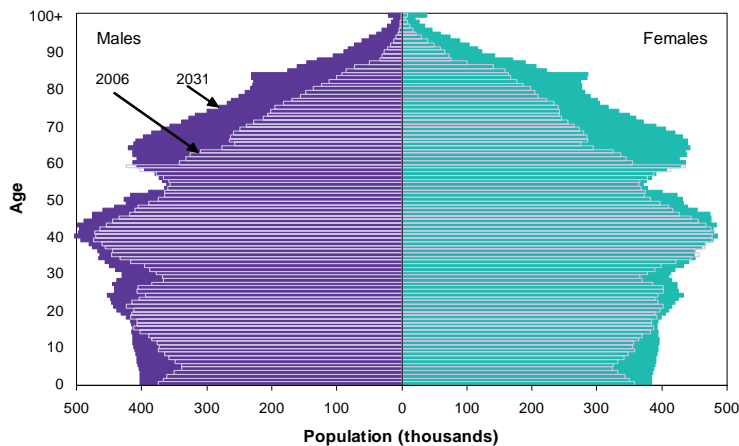
## Annex 1

### Demographics

- The UK's population is growing older rapidly. There are currently four adults under 65 for every adult over 65. By 2020, this ratio is projected to drop to 3:1, and by 2040 will drop to 2:1<sup>37</sup>. The changes to State Pension Age mean that the number of working age people to each pensioner is projected to remain at 3:1.



- In 2007, those over state pension age outnumbered children for the first time.
- In 1950, a man aged 65 could expect on average to live to the age of 76; today, he can expect to live to 87 - and by 2050 to 91
- One in four children born today can expect to live to be 100.
- Today there are 10,000 people aged 100 or over. By 2050 there will be 275,000.
- Today, four in five people live to collect their state pension and live, on average, for a further 24 years - that's a third of adult lives in retirement
- In 20 years' time 22% of the entire adult population will be over 65 and the number of people over 85 will have doubled.



Predicted gender ratio 2006-2031

## Annex 2

### Ageing Society Programme

DWP has set out a programme of action to support the changes for individuals, for families, for the workplace and economy and for public services and communities; a strategy to move us closer to a true society for all ages.

## A Ageing Well: Supporting local authorities to develop good places to grow older.

DWP is working with LGID to develop and deliver a project to help local authorities find their own innovative solutions to improve local services and to enhance the quality of later life for older people and future generations by continuing to improve the provision of joined up services for older people.

This follows on from the success of the LinkAge Plus pilots which promoted joined up services in Local Government to improve older people's health and wellbeing and cut costs (a return of £2.65 per £1 invested) and Generations Together, a £5.5 million cross government programme to test innovative approaches to bringing older and younger people together to support community cohesion.

Older people deserve every opportunity to age well in communities that value their experience. The Ageing Well programme was launched in July 2010 and is designed to provide sector-led support to assist local authorities meet this challenge.

The need for Ageing Well was demonstrated by a 2008 Audit Commission report 'Don't Stop Me Now' which identified that most local authorities tended to think of older people in terms of social or residential care and had not addressed the broader issues of our increasingly ageing society. The report showed that only 28% of local authorities were well prepared to address these issues and that a third had done nothing to prepare. Ageing Well is undertaking its own, up to date assessment of the current situation and will track this during the course of the programme.

The project will focus on individual Local Authorities (LAs) or Local Strategic Partnership (LSPs) and offer specific improvement activities tailored to their individual needs in four key areas; **strong leadership, partnerships, joining up services and engaging older people.**

It will include:

- Establishing the bespoke needs of individual local authorities
- Training mentors and peer reviewers from local authorities already noted for best practice, so they can help others
- Training in leadership skills
- Helping local authorities to build strong local partnerships

- Helping local authorities develop a strategy to deal with current and future issues raised by our increasing ageing society
- Helping local authorities make connections with local people and engage them in service design and delivery
- Offering intensive, tailored assistance to those more in need of direction
- Developing a sustainable model and sustainable community of practice so that local authorities and older people can continue to work together to improve local services

The Ageing Well programme has three main components:

1. Helping councils diagnose what areas of their work they need to prioritise
2. Providing a menu of improvement products and opportunities
3. Collecting and disseminating a wide range of information and good practice

## 1. Diagnosis Tools – identifying areas for development

Ageing Well offers four tools to help local authorities or local strategic partnerships to identify areas for development.

### **Diagnostic workshop**

This is a one day workshop helping local authorities and their partners review what they do well, and identify areas for improvement. Workshops are externally facilitated and the structure of the event enables key staff from the local authority and its partners to establish their development priorities.

### **Peer Review**

The Ageing Well Peer Review is conducted over several days by a small team of experienced peers to generate a comprehensive picture of the local authority's strengths and areas for improvement. The peer support team involves people who understand the pressures and challenges of running a local authority and in particular, the issues involved to meet the needs of older people. The reviews are individually tailored to that local authority's needs and the action planning process focuses on what works best in that area.

### **Peer Challenge**

A Peer Challenge provides a shorter, more focused approach to the Peer Review, intended to focus on one or two areas.

### **Member Scrutiny Framework**

The framework for member scrutiny can be used by overview and scrutiny committees to understand how well local authorities are preparing for an ageing society. It identifies a number of key areas which need to be addressed if local areas are to respond effectively to older people's needs.

## 2. Improvement Options

There is a selection of improvement tools to develop a tailored support programme for a local authority.

### Leadership Programmes

There are two leadership programmes:

- The Leadership Academy for elected members of the council
- The Leadership Challenge for senior managers from the local authority and its partners

These two leadership programmes mirror one another in content, but have a different approach for members and officers. Both have a balance of high quality speakers and opportunities to network, share ideas and to develop personal and area action plans for improving services. They are professionally facilitated events run over two days.

### Master Classes

There are five one-day master classes:

- **Planning for real – effective preparation for an ageing population.** Assessing and integrating the financial implications of demographic change in the medium to longer term, into service redesign in the present.
- **Health and wellbeing – a new agenda for an ageing society.**  
How local government can make the new architecture for public health and GP commissioning work for older people.
- **Improving outcomes and efficiency.**  
The benefits of prevention, early intervention and sector-led placed-based working.
- **Building social capital – the Big Society agenda for older people.**  
Exploring practical options for harnessing the capacity of local communities, particularly within the context of a reducing public sector.
- **Equal access for older people.**  
Practical approaches to implementing age equality legal requirements in a challenging financial climate.

### Action Learning Sets

Action Learning Sets, consisting of approximately eight participants from different councils, are initially facilitated by Local Government Improvement and Development Managers (LGID), but are designed to progressively become self-managed and self-sustaining. They have been designed for senior local government managers, but can be extended to elected members if required. The sets can be established on a regional basis or on a topic theme and can lead on from a Master Class or Leadership Academy.

The methodology aims to:

- Develop an understanding and vision of what improved services should look like and how these can be delivered through improved working methods.
- Help develop the skills required to deliver the service improvement
- Contribute relevant knowledge and information to assist with service improvement.

### **Peer Mentoring**

One to one mentoring is a development and learning technique aimed at increasing personal capacity, skills and learning. It involves exploring needs, motivations and capabilities. It encourages and supports people to address the challenges they face.

### **Bespoke Support**

Improvement managers, linked to each area, work individually to identify and respond to priority areas of performance improvement that have been identified. They can also provide support for implementing the new policy context facing local government with particular emphasis on ensuring that it delivers the best outcomes for older people.

## **3. Information**

The Ageing Well Community of Practice (CoP) provides an online platform for people to share best practice, ideas, knowledge and problems with other members of the community.

## **B Get Digital**

DWP is working with Communities and Local Government (CLG), Digital Unite and National Institute of Adult Continuing Education (NIACE) to help people in sheltered housing gain access to new technology, computers and access to the internet and tackle digital exclusion. The project will also develop digital literacy and promote community engagement.

The project was launched in February 2010 and is introducing residents and staff in sheltered housing schemes to digital technology. It will work directly with 195 schemes, around 7,800 residents and via the Get Digital website, encourage a further 300 schemes to get online.

It will also encourage, with a range of stakeholders, to support, initiate and nurture 'Get Digital' partnerships and with local people and organisations, such as schools, UK online centres, local authorities and voluntary and community sector groups to sustain digital literacy activities long into the future.

The project targets nearly 200 of the 17,000 sheltered housing schemes in the country. The aim is to change the attitude of the sector to having digital technology in sheltered housing. A measure of success is that the Sheltered Housing Awards in 2011 will have a Digital Inclusion category.

From July 2010, grants have been awarded to 104 schemes in Wave One of the project. By the end of March 2011, 196 schemes will have received funding for digital equipment, and the

programme will extend internet access to a further 300 schemes and develop communal IT facilities in sheltered housing schemes reaching 20,000 residents plus others in their community, such as day centre users. Funds have been allocated to successful Wave 2 (part funded) bids, and Wave 3 support materials will be online by the end of November 2010.

## C Active at 60 Community Agents

The Government is providing £1million to help older people keep active and make the most of their later lives. This money is available for local community groups or organisations within 30 selected areas to bid for small grants of £250 - £3,000.

Each local community group within the selected areas will recruit at least one Active at 60 Community Agent who will volunteer their time to help motivate, encourage and organise people within their own communities to become more active, physically, socially and mentally. Active at 60 Community Agents will be from the communities they are helping, and will have the flexibility to design innovative ways of encouraging and inspiring activity to help improve people's later lives.

Through the Active at 60 Community Agent initiative those people who are more at risk of social isolation in their later lives will be supported in becoming more active, independent and positively engaged with society. Active at 60 Community Agents will help people within their communities:

- take the first step in trying something new
- understand the benefits they can get from being more active, engaged and contributing to their communities
- build social contacts to help make being active part of their routine

This project is part of the Government's ambition to build a Big Society in which power is transferred from Whitehall to local communities, and organisations and voluntary groups play a far greater role in their community.

The Department for Work and Pensions are working in partnership with the Community Development Foundation (CDF) who will distribute the funds to local area funders who in turn will invite local groups and organisations to bid for a small grant.

The following areas have been selected on the basis of level of deprivation and age structure, whilst ensuring a broad split across the English regions, encompassing both rural and urban areas:

Liverpool, Middlesbrough, Hackney, Sandwell, Kingston Upon Hull, City of Nottingham, Bournemouth, Southend-on-Sea, Brighton and Hove, Redcar and Cleveland, Wirral, Doncaster, Cornwall and The Isles of Scilly, East Sussex, Norfolk, Herefordshire, County of Lincolnshire, Enfield, Knowsley, Blackpool, Manchester, Stoke-on-Trent, Birmingham, Salford, Hartlepool, Tower Hamlets, Wolverhampton, South Tyneside, Rochdale, Sunderland

The project will be independently evaluated to provide evidence to encourage other areas and local communities to engage<sup>38</sup>

---

<sup>38</sup> [www.cdf.org.uk](http://www.cdf.org.uk)

## D Active at 60 Smartcard project

DWP is working with Southampton City Council and Mid-Suffolk District Council to promote engagement and activity of the over 60s in their local community by using smart card technology. The project is testing how the existing 60+ travel concession card can be used to access other services and facilitate for example, leisure and libraries. The data on usage that the smart cards provide will help authorities plan and deliver the services that older people really want, more effectively. The learning from the two sites (one urban and one rural), will be used to develop a business case to encourage Local Authorities to adopt this approach where appropriate.

The services offered in Southampton City Council will also include:

- Using an online registration process for the 60+ travel card to streamline the application process making it simpler for older people and reducing the administrative burden for Local Authorities
- Using outreach to target the hardest to reach groups, mainly ethnic minorities as existing data shows that there is a low take up of cards in these groups
- The outreach worker, family member/carer etc. assisting the older person to make an online application
- Using the travel card to access health related activities e.g. exercise 'prescriptions' by GP referral.

The services offered in Mid-Suffolk will also include:

- Discounts with some local traders
- Loyalty scheme with local traders
- Walking programmes and challenges to encourage physical activity
- Use of smartcard readers on community transport.

The lessons learned and evaluation from the test sites, as well as additional information collected from an evidence review of other local authorities using smartcard systems will be used to prepare a business case to encourage other authorities to take the smartcard approach.

## Annex 3

### **The Linkage Plus pilot in the London Borough of Tower Hamlets**

LinkAge Plus (LAP) aimed to improve the wellbeing of older people through stronger partnership working between local government and the voluntary and community sectors, better information and access to services, and putting older people at the forefront of service design and delivery. The pilot helped facilitate 'that little bit of help', small and often preventative interventions which enable older people to retain choice, control and dignity in their lives.

The LAP pilot in Tower Hamlets widened the access to services for people aged 50 and over by putting resources into developing five existing community-based Network Centres. A simplified process for obtaining services was created by a number of partner organisations working out of the centres or in close contact with them. The Primary Care Trust demonstrated its support for the approach by agreeing to match local authority (LA) funding, so that the work the centres were doing was sustained when the LAP pilot funding ended.

The centres work cross-culturally to provide community resources such as cafes, educational, leisure and fitness classes, to help older people develop friendships and social networks. Physical health and wellbeing was addressed by provision of activity and exercise sessions in the network centres e.g. Tai Chi classes and the need to support older people's mental health by outreach work in the community.

Older people's employment opportunities were increased by outreach workers' employment advice centres and lifelong learning activities undertaken such as the local history initiatives. Initiatives to ensure the take up of welfare benefits were developed as it was recognised that ethnic minority pensioners were more likely to be in low income households.

## Annex 4

### Extent of social exclusion in later life

Our current estimates of the extent of social exclusion in the UK is as follows:

- 50% of those 60 and over (7 million people), face multiple risks of social exclusion.
- 1.8 million pensioners (16%) were in relative poverty in 2008/09 (measured as below 60% of contemporary median income after housing costs were taken into account).
- 3.1 million people in the UK aged over 65 report going longer than a week without seeing a friend, neighbour or family member
- 6.4 million over 65's have never used the internet

Quality of life for older people can be significantly reduced by a range of interacting factors<sup>39</sup>.



### Identifying the risk of social exclusion

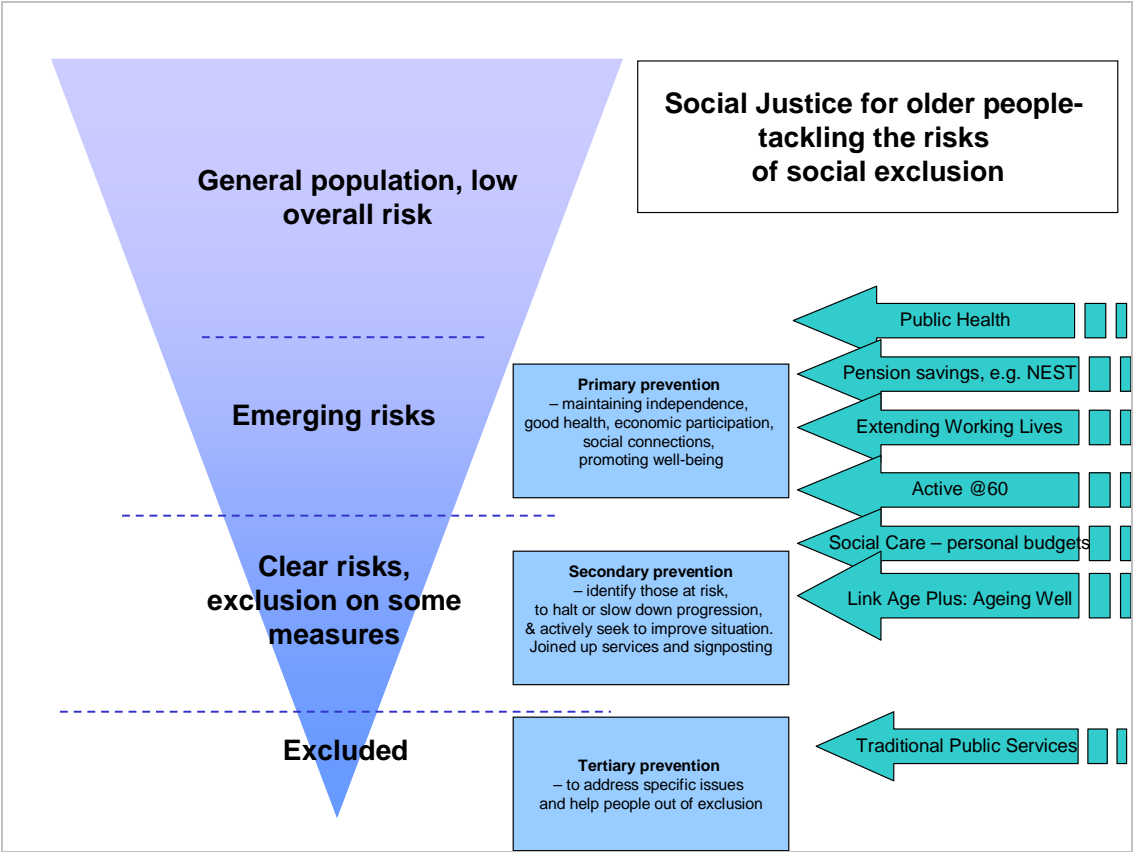
We can seek to pre-empt decline into social exclusion by addressing the risks as they start to emerge. The risk markers are fairly well known:

- Poor self-reported health
- Low participation in physical exercise

<sup>39</sup> Understanding the risks of social exclusion across the life course: Older People. Cabinet Office and NatCen, 2009.

- Obesity
- Limiting long standing illness
- Poor emotional health
- Low wellbeing
- Poor housing and neighbourhoods
- Limited access to green and open space
- Limited income
- Digital exclusion
- Low personal worth
- Smoking
- Drug use

Life events such as retirement, moving house, accident, relationship breakdown, bereavement can also increase risk of social exclusion. Exploring the prevalence of these risks points to the need for joined up policy and delivery and potential priority groups. Women and the oldest old were identified as most likely to experience multiple risk markers. Certain risk factors were particularly common. These included poor functional and literacy skills, poor housing and neighbourhoods, low social support and low personal worth. The research showed that the forms of multiple disadvantage experienced by older people are complex and inter-related. A preventative approach aims to spot and tackle risks as they emerge.



## Annex 5

### The Learning Revolution

Key elements include:

**Digital inclusion:** projects like the Communities and Local Government (CLG) - led 'Community Voices', 'Digital Life Skills' and 'Get Digital' have been helping to open up a whole range of new learning opportunities to help thousands of offline adults take their first steps with computers and the internet.

**Self-organised learning:** we worked with National Institute of Adult Continuing Education (NIACE) and The Third Age Trust to develop models of self-organised learning, building on experiences of the Universities of the Third Age (U3As) to help people set up their own learning groups to meet the needs of widely differing communities.

**Informal learning in care settings:** The Department for Business Information & Skills (BIS), NIACE, BUPA, the First Taste charity and Department of Health (DH), worked together to produce guidance to help public, private and voluntary sector care providers support learning for people in residential care, and in day care and home care settings, based on the best of current practice.

**£20m Transformation Fund:** managed by NIACE, the fund supported over 300 innovation and partnership projects across England, of which 80 incorporated a focus on the learning needs of older people.

**Dedicated learning champions:** this 2-year project concludes in March 2011. The project is managed by a partnership of NIACE, Martin Yarnit Associates, Workers Educational Association (WEA) and Unionlearn to encourage and support Community Learning Champions, local volunteers at the heart of the community with an aim to promote and signpost participation in learning and support community action and engagement, supporting the aims of the Big Society.

The Government will publish a full strategy for skills in October 2010 when the outcomes of the Comprehensive Spending review are announced. Meanwhile, two consultations are in progress:

On 22<sup>nd</sup> July 2010, BIS Skills Minister John Hayes launched two complementary consultations, both important for the future of adult and community learning and other aspects of further education in England.

- *Skills for Sustainable Growth* outlines BIS's vision for skills and seeks views on key areas of policy, including adult and community learning
- *A Simplified Further Education and Skills Funding System and Methodology* seeks views on simplifying the planning, funding and contracting system.

Employers, individuals, colleges, local authority education services, training organisations, voluntary sector organisations and representative organisations are invited to share their ideas on the future funding and infrastructure arrangements

## Annex 6

### Glossary of terms

BIS	Department for Business, Information & Skills
BUPA	British United Provident Association
CLG	Communities and Local Government
DEFRA	Department for the Environment, Farming and Rural Affairs
DH	Department of Health
DRA	Default Retirement Age
DWP	Department for Work and Pensions
LA	Local Authority
LAP	LinkAge Plus
LGID	Local Government Innovation Development
LSP	Local Strategic Partnership
NEST	National Employment Savings Trust
NHS	National Health Service
NIACE	National Institute of Adult Continuing Education
POPP	Partnerships of Older People Projects
U3A	University of the Third Age
UKAFA	United Kingdom Advisory Forum on Ageing
WEA	Workers Educational Association