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## Report of the Director of Adult Social Services

### Executive Board

Date: 26<sup>th</sup> August 2009

Subject: - A City for All Ages. Developing a strategic approach to ageing

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#### Electoral Wards Affected:

Ward Members consulted  
(referred to in report)

#### Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In

(Details contained in the report)

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## EXECUTIVE SUMMARY

1. People in the UK are living longer and there are now more people over State Pension age than children under 16. Improvements in medical science and health care are making a significant contribution to this demographic trend, alongside the overall reduction in the birth rate. National government policy is preparing for this change, with a focus on the socio-economic impact for society. The social and economic impact will be felt at a local level also, as working lives extend, and more active and healthy older people will expect to make a positive contribution to the life of the city.
2. The report takes a broad view of the impact of ageing on the city which extends beyond health and social care services to include all aspects of people's lives, reflecting the aspirations of *Putting People First* (HM Government, 2007), and incorporating the vision outlined in the new government strategy *Building a society for all ages*, (HM Government, July 2009).
3. Progress to date in promoting independence and improving the wellbeing and quality of life of older people in Leeds, is placed in the context of recent government assessment and national research by the Audit Commission, (*Don't Stop Me Now*, 2008), into how well local authorities are addressing the age agenda. It also draws upon the findings of independent research carried out by the LGA and IDeA, (*Getting on well together. Councils working with older people*, 2009).

4. The report proposes that the Council and its partners adopt a strategic approach to the demographic challenges facing the city and takes a proactive approach to tackling age discrimination and championing the voice of people as they age. It proposes that agreement is needed to promote the concept of “a city for all ages”, and that this is integrated into strategic planning with our partners. Areas for action are outlined together with a timetable for work to produce a strategic framework shaped by what all partners see as important for Leeds. The report also proposes that the City Council actively promotes *Leeds - A City for All Ages*, to give the strategic framework for an ageing society a positive identity.

## 1. Purpose Of This Report

- 1.1 "An age-friendly city encourages active ageing by optimizing opportunities for health, participation and security in order to enhance quality of life as people age. In practical terms, an age-friendly city adapts its structures and services to be accessible to and inclusive of older people with varying needs and capabilities".

World Health Organization, 2007

- 1.2 This report seeks the endorsement of the Executive Board to proposals for the development of a strategic response to demographic change and the ageing society under the banner of “Leeds – a city for all ages”. The aim being to develop an approach that ensures that as more of us live longer we are able to respond positively to the changes this brings. In addition this report proposes that the Council undertake a leadership role and work with partners in the overall vision of Leeds as an ‘age friendly’ city with communities which residents experience as good places to grow old in.

## 2 Background – Demographic change

- 2.1 The implications of an ageing society for the city will involve changes not only in the composition of our communities, but also have implications for our thinking about policy within the local authority.

- 2.2 The UK like the rest of the world, has a rapidly ageing population of whom more than half live in cities like Leeds. Vibrant cities benefit the countries entire population, yet to be sustainable they must provide the structures and services to support the wellbeing and productivity of local residents as they age. Otherwise, people will live longer in poor health and poverty and there will be a failure to capitalise on the human and social capital represented by older people (50+) who are now some 40% of the population. (This age is chosen not because it marks the start of “old age” but because for many people it is a point at which life circumstances change in ways that have implications for the future.)

- 2.3 Cultural change is also required to ensure that people are not defined by their age, and that outdated stereotypes of later life as a time of dependency and decline are confronted to enable everyone to benefit and contribute to society as they get older.

- 2.4 “The fact that more people are living longer is a cause for great celebration. Making the most of this opportunity will mean individuals living longer and healthier lives with more time to spend with loved ones and do the things they enjoy. Families and communities will benefit-people over 50 make up the majority of carers and two-thirds of formal volunteers in the UK. The economy will also benefit from more experienced employees and an expanded base of entrepreneurs and consumers – people over 50 currently account for 80 per cent of national wealth and nearly 40 percent of UK annual consumer spending.”

*Building a society for all ages*, 2009

- 2.5 The composition of the older population is also changing. The fastest increasing section of older people are those aged 85 and over. The number of older people from black and minority ethnic groups will also increase. Populations of cities will change as people migrate to be nearer their families, or will move away from cities to rural and coastal areas.

2.6 Local authorities and PCTs are required to map the current and future needs of the diverse communities they serve, using the Joint Strategic Needs Assessment (JSNA) to inform planning and commissioning. In Leeds work shows that although the overall population is ageing there are specific issues which make Leeds different from the national average and which influence our thinking. For example, Leeds has a relatively large population under thirty, with younger workers coming into the city to work in the banking, finance and service sectors and a large university population. This means that the population as a whole is ageing slower than in other parts of the country. At the same time population change will vary within the city. Currently more older people tend to live in the outer wards and relatively fewer in the inner wards, but it is within the inner wards that high proportions of people over 85 live (in Headingley and City and Hunslet for example). Also significant is the fact that although the overall projected rise in the 50+ population is relatively modest at around 13% up to 2028, this masks particular increases, for example it is projected that there will be a significant rise in the number of older men from 40% in the 80-84 age group to 123% in the 85 plus age group.(see chart below) Also the numbers of older people within the ethnic minority population will increase at a higher rate than for the population as a whole.

**Older people population projections for Leeds 2008–2031**

Age band	2008	2013	2020	2025	2031
65–69	29,300	34,800	32,500	35,800	40,000
70–74	27,200	26,400	32,900	29,800	33,800
75–79	22,300	23,300	23,800	29,100	26,700
80–84	16,400	17,300	19,300	19,800	24,600
85+	15,500	17,100	20,500	24,200	28,500
<b>Total 65+</b>	<b>110,700</b>	<b>118,900</b>	<b>129,000</b>	<b>138,700</b>	<b>153,600</b>

Source:ONS subnational population projections 2006

### 3 The Government response to the Ageing Society

3.1 In response to the demographic change impacting on the country, the Government carried out a series of stakeholder events across the country over the last year to identify issues related to the ageing society that most concern people. These have been used to influence its new strategy launched for consultation in July under the title, *Building a society for all ages*. The strategy outlines the main issues that the government now seeks to address. These include the need to tackle age discrimination, (incorporated in the *Equality Bill*.) and a range of issues affecting individuals, families, work and public services.

The main themes covered by the government strategy are:

- Having the later life you want – planning and preparing.
- Older people at the heart of families – support to carers and grandparents.
- Engaging with work and the economy – extending working lives and age-inclusive design.
- Improving Financial support – pensions, pension reform and take-up.
- Better public services for later life – prevention, care and support, innovative services, new UK Advisory Forum on Ageing.
- Building communities for all ages – housing, design, safer neighbourhoods, promoting intergenerational work, staying active, volunteering and transport.

Following publication of the Strategy, there will be a consultation lasting until October, (details attached), followed by work to raise the profile of the ageing agenda in local authorities, and mainstreaming ageing issues in policy and delivery within local partnerships.

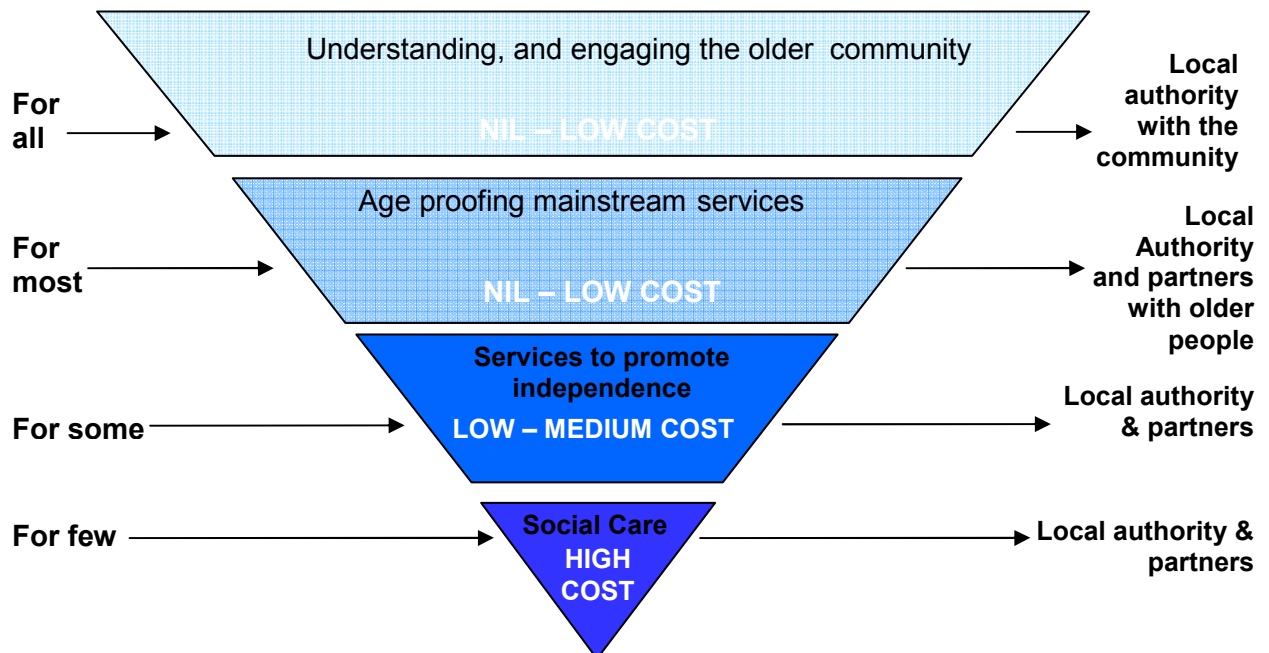
- 3.2 The issues raised in the new Strategy also reflect the findings of an Audit Commission report into how well local authorities are preparing for an ageing population, *Don't Stop me Now – preparing for an ageing population*, July 2008. The report questioned the effectiveness of previous government policy on ageing and explored the extent to which local authorities are committed to leading the cultural, policy and attitudinal change in our approach to the ageing society. The report found that 28 per cent of councils had meaningful engagement with older people, well developed strategies and a coordinated range of services, with most others at an earlier stage of making progress.
- 3.3 Following this research the Audit Commission is now carrying out a further study into the financial implications of the ageing population, which is expected to report in autumn 2009. It will focus on how local authorities can plan financially in the medium term so that local services can meet the changing needs of communities.
- 3.4 Another important addition to the government agenda on ageing has been the impact of *Putting People First*, 2007 with its emphasis on personalisation in public services, particularly care services and also the importance of place and the need for Council's and their partners to ask themselves 'what does it feel to be an older or disabled person living here?' This policy shift is also enshrined in the government's Public Service Agreement 17 targets focused on the need to 'Tackle poverty and promote greater independence and wellbeing in later life'.
- 3.5 The recent Green Paper, *Shaping the Future of Care Together*, 2009, sets the direction the government is planning for social care in the future and addresses the ongoing issues of the financing of care. The paper builds on the concept of basic entitlements that all people should expect, including prevention services, information and advice and personalised care and support. The Paper describes three options for the future funding of care, all of which involve some element of partnership between the individual and the state. The options are essentially concerned with how the individual should make their financial contribution. and the nature of the safety net for those who are not in a position to contribute. The Green paper also proposes two options regarding a part national and part local scheme, which would retain elements of discretion at a local level, or alternatively a wholly national scheme, which would determine the public contribution to individuals at a national level. Whilst there are many questions unanswered in terms of the detail of each of the options described in the Green Paper, a major public consultation process, organised by the Department of Health, will take place during the autumn which will contribute to the detailed understanding of the options.
- 3.6 The Green Paper is in an important milestone in the shaping of public policy in the context of demographic change, and confirms again the trend towards a different relationship between the individual, who may need a service and the role of government in providing that service.
- 3.7 A key issue for government has been to ensure that older people have a bigger say in developing public policy and in February 2009, it published 'Empowering Engagement – a stronger voice for Older People' . This lays out proposals for the development of a new national UK Forum on Ageing, supported by a strong regional and local networks, with the aim of providing a clear link between local older people and Government. including the role of champions, ensuring that all public services consider the needs of older people by empowering older people to influence and shape planning and services.
- 3.8 The Equality Bill planned to take effect from Autumn 2010, contains proposals for ending age discrimination in goods and services and is currently out for consultation. This Bill, if enacted, will have the effect of extending the protection from harassment, victimisation and extend the duty to advance equality of opportunity between people who share a 'protected characteristic', in this case their age. Some areas of public service have historically used chronological age as a key determinant of eligibility. This has been particularly so in the field of health and social care and the Department of Health is leading national work to eliminate such discrimination in preparation for the enactment of the legislation. Whilst this is a complex area, which should be the subject of a more detailed report in due course, this legislative change is highlighted because of the likely impact that eliminating age discrimination will have for the public sector service delivery and as significantly the changes it will have for wider society.

## 4 Progress by other local authorities

- 4.1 A number of authorities are now taking a similar approach to the one proposed for Leeds and many have or are in the process of developing ageing society strategies where older people are recognised as citizens with much to offer, demanding changes that benefit the whole community. For example:
- Manchester – under the strapline “in Manchester we value older people”, where the Valuing Older People Team lead the work on the Valuing Older People Strategy.
  - London where the focus is on challenging stereotypes and living active healthy lives.
  - Leicestershire where in Ageing Well in Leicestershire, the focus is on Information and services for older people.
  - Tameside where the strategy is developing out of consultation and a conference with older people around, Really Important Questions.
  - Knowsley where older people are ‘future-proofing’ all strategies with a focus on community and cross-generational issues.

## 5 Developing a Strategic Approach to Ageing in Leeds

- 5.1 The importance placed on developing our strategic approach to ageing in Leeds reflects the desire to go beyond individual good practice and positive service developments, towards putting the ageing agenda at the centre of our thinking about the City and its future development.. It is clear that, to be effective, work on ageing has to be situated in a strategic approach to people over 50 which goes beyond health and social care, which incorporate all aspects of Council’s activity, and beyond to involve key partners, who are together responsible for all the areas older people say are most important to them.



- 5.2 Good progress has already been made in Leeds in both strategic commissioning and service delivery towards the aim of developing Leeds as an age friendly city. Examples include;
- the Joint Strategic Needs Assessment (JSNA) which highlighted demographic change as a key priority to inform future commissioning decisions.
  - joint review and re-commissioning of the Neighbourhood Network Schemes, to ensure that older people are getting the information, and support they need in their local community.

- implementation of a personalisation programme aimed at ensuring that where older people do use social care they have choice and control over what is being offered to them.
- PFI Extra Care Housing proposals to increase housing options for older people.
- The active promotion and take up of free swimming for over 60's along with an increased range of physical activity opportunities.

5.3 Much of the innovative work in Leeds focusing on older people's health and well-being has been driven by the partnership group delivering of *Older Better. A strategy to promote a healthy and active life for older people in Leeds, 2006-2011*. This was developed in response to ten aspirations identified by older people in Leeds as important to them. It has led to a number of successful initiatives, including:

- work to tackle social isolation in later life;
- the promotion of physical activity opportunities;
- development of intergenerational initiatives and now a strategy;
- increasing the take-up of benefits, debt management and financial advice;
- research to highlight issues of health and well-being;
- development of a Positive Images Campaign ;
- a small grants programme promoting health and well-being activities.

5.4 Commitment to enabling older people to live independently now and in the future is also reflected in the inclusion of the performance indicator, NI 139 The extent to which people over 65 receive the support they need to live independently at home, as one of the indicators in the Leeds Strategic Plan and Local Area Agreement.

5.5 Leeds is also considered a leader in ensuring that there is good information to support older people to live independently and make their own decisions and choices. This is evident in the decision to develop *Infostore*, a dedicated website for the over 50s as part of Leeds LinkAge Plus Project during 2006-08. This work is now also being supported by Leeds Cities in Balance (CIB) project. EU funded, this project involves 9 European cities working together to improve opportunities for older people and look at how cities best adapt to an ageing population.

5.6 The City has a long established Leeds Forum for Older People, which acts as a voice for older people as well as coordinating the vibrant network of voluntary organisations involving and supporting older people. However, the Government's intention to work at a regional level to strengthen the voice of older people through a network of regional forum which will feed into government consultations raises the question as to whether more needs to be done in the city to involve older people in a wider debate about the issues that concern them. This will be one of the key questions within the proposed consultation.

5.7 Whilst the city has developed a good range of strategies and service initiatives which aim to address the needs of older people. Examples include housing and health and well being where specific strategies exist and inter-generational work which is a joint initiative between a number of services across the Council. A framework which brings together existing service plans and strategies in the context of broader issues of tackling age discrimination, promoting active citizenship and supporting people to live healthy active and independent lives is required. This is the basis for proposing a City for all Ages strategic framework.

## **6 Action to Develop A City for All Ages Strategic Framework.**

6.1 Leeds has a number of innovative developments for older people, yet does not have a clearly agreed vision and strategy for how the city addresses the changes resulting from the demographic shifts associated with an ageing population. It is unlikely that we can respond effectively without such thinking and agreement on the way forward. This will involve responding to the new national strategy, learning from success elsewhere and ensuring that we take a robust approach to the way that we reflect this work at a local level.

6.2 From an analysis of the challenges and opportunities identified from national and local work on developing a successful response to ageing we have identified a number of areas we need to address. These cover the following:

**Creating an age friendly city by:**

- Tackling ageism;
- Developing positive images;
- Challenging negative perceptions;
- Involving older people.

**Helping people to make the best possible decisions about later life in relation to:**

- Housing;
- Financial planning;
- Home adaptations;
- Mental well-being;
- Maintain good health and remain active.

**Supporting people to live well in later life by:**

- Promoting later life as a time of opportunity;
- Strengthening links between community participation and healthy ageing;
- Improving social cohesion e.g. through inter-generational work.

**Improving support and safety for those in need through:**

- Safeguarding – tackling the fear of crime;
- Personalisation – including opportunities to choose help to mitigate specific physical or mental conditions;
- Creating communities who care – ensuring that older people can remain independent, active and engaged in their local community.

6.3 It is also important that we build broad understanding and agreement around the concept of Leeds becoming “a city for all ages”. Views will be sought on how this concept can be integrated into strategic and service planning across all Council departments, and in work with partners. This will involve consideration of a wide range of actions, examples of which follow:

**Developing the vision of “a city for all ages” by:**

- Encouraging broader engagement in developing the vision of Leeds as “a city for all ages” to ensure understanding and agreement across Council departments and partners.
- Developing a strategic approach to promoting independence, good health and well-being in later life through broader engagement of the Council and partners with “a city for all ages”, and with the review of Older Better starting in 2010.
- Supporting intergenerational work (and in Leeds, the development of an intergenerational strategy for the city.)

**Strategic planning to ensure we think ahead and incorporate the age agenda through:**

- The development of a corporate response to the implications of the government strategy, Building a society for all ages, 2009.
- As part of the development of the JSNA, to review Leeds demographic profile and identify trends for the city which indicate the need for action in terms of specific responses to population ageing.

- Ensuring that issues relevant to the ageing society are considered in all strategic plans to ‘future-proof’ them to meet the changing needs of communities they serve.

### **Tackling age discrimination and thinking differently about older people**

- Using the brand “a city for all ages”, to support our work to implement the Equality Bill proposals on age discrimination.
- Encourage thinking differently about older people and promoting positive views of ageing.
- Ensuring that older people’s skills are utilized to build social capital and contribute to their communities. For example building on the example of the NNS in developing reciprocal support networks where older people make a valued contribution to their community rather than being passive recipients of services, promoting active citizenship through volunteering and supporting flexible approaches to work that support extended working lives.

### **Supporting services to take a strategic approach to ageing**

- Work is needed to ensure that mainstream services are age-proofed to meet the present and future aspirations and needs of older citizens (this includes all public services used by people aged 50 and over).
- Age-proofing all policies to ensure they do not discriminate against, or exclude, older people.

### **Engaging better with older people**

- In a democratic society where older people make up an increasing proportion of the population, it is right they should have a voice and influence decision making within their communities. The current review of engagement with older people in Leeds aims to create robust arrangements which meet future needs and expectations. The Review seeks to ensure age-proofing through engagement.

## **7 Legal And Resource Implications**

- 7.1 There are no immediate resource implications arising from the recommendations in this report.

## **8 Governance**

- 8.1 Strong leadership is required to drive through an effective approach to ageing under the banner “a city for all ages” that is cross-cutting and multi-agency Accountability for this agenda sits with the Director of Adult Social Services through the general accountability to meet the needs of vulnerable adults and to act as a champion on their behalf. Whilst there is no desire to add to existing partnership arrangements, there will be a need to test through the consultation process, whether the existing partnership arrangements within Healthy Leeds or any other partnership, can provide appropriate leadership and direction for this agenda.

## **9 Consultation**

- 9.1 Consultation around these proposals is an essential element of the work that now needs to take place to ensure agreement across stakeholders and in particular those representing older people, on the proposals contained within the “city for all ages” concept and the implications for strategic and service planning. Agreement on governance arrangements within the Council and across strategic partners, and how we engage older people in the process are also key elements of the consultation process.
- 9.2 It is acknowledged that the consultation on this proposal will come at a time when other important consultations on the future of services for older people are taking place. Steps will be taken to ensure that appropriate coordination of consultation processes occurs.



### **Consultation Timetable**

Building a society for all ages-comments	July-September 2009
Vision for “a city for all ages” event	October-November 2009
Agree outcomes from review of engagement	November 2009
Draft Strategic Framework produced	October 2009
Strategic Framework Agreed	November 2009
New engagement structures in place	January 2010

## **10 Recommendations**

Executive Board is asked to:

- A. agree that consultation should begin to develop a strategic framework for the city to address demographic change and an ageing society.
- B. Support the outline of the strategic framework which is described in section 6 of this report.
- C. agree that ‘Leeds – a city for all ages’ is used as a headline to encourage and engage all age groups, but in particular people over 50, in setting the strategic framework to address the ageing society. .

## **Background documents referred to in this report:**

1. *Don't Stop Me Now*, Audit Commission, 2008
2. *Getting on well together. Councils working with older people*, LGA/IDeA, May 2009
3. *Empowering Engagement – A stronger voice for older people*, Feb. 2009.
4. *Putting People First*, HM Government, 2007
5. *Building a society for all ages*, HM Government, July 2009
6. *Global Age-friendly Cities: A Guide*, World Health Organization, 2007
7. *World Class Places*, 2009
8. *Lifetime Homes, Lifetime Neighbourhoods*, HM Government, 2008
9. *Baseline Needs Analysis for Older People*, University of Leeds, Centre for Health & Social Care, 2006

## **Building a society for all ages, HM Government, July 2009**

### **Consultation**

The strategy is available as a consultation document . The closing date for responses is Monday, 12 October.

Leeds City Council corporate response is being coordinated by:

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There is a consultation response sheet and a set of 10 questions on the government's website which are also available in alternative formats.

See [www.hmg.gov.uk/buildingasocietyforallages](http://www.hmg.gov.uk/buildingasocietyforallages)