

Title of Report	Ageing Well and Dementia Friendly work update
For Consideration By	Health and Wellbeing Board
Meeting Date	Thursday 21 March 2024
Classification	Open
Ward(s) Affected	All
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Is this report for:

<input type="checkbox"/>	information
<input checked="" type="checkbox"/>	discussion
<input type="checkbox"/>	decision

Why is the report being brought to the Board?

1. To provide an update on progress against the Ageing Well Strategy, noting the impact of the pandemic and the difficulty being able to prioritise the driving of this work until April 2023. Hackney's Ageing Well Strategy was developed in response to an ageing population which was reflected in a 2018-2022 manifesto commitment.
2. To support the Board to develop a proactive approach in response to the dramatic increases in Hackney's ageing population which lie ahead. The Board is asked to review how well it is building consideration of this ageing population into its plans, and how the ageing well strategy can help support this consideration.
3. To provide a progress update and identify some current cross cutting issues of particular relevance to the Health and Wellbeing Strategy Priorities and to the Health and Wellbeing Board.

Has the report been considered at any other committee meeting of the Council or other stakeholders?

- Report presented to Corporate Leadership Team (CLT) on 27 February 2024
- Monthly updates are presented to the Lead Cabinet member, Cllr Christopher Kennedy
- Regular updates to Hackney Older Citizens' Committee members

1. Background summary

This paper is presented in order to support the Board to develop a proactive approach in response to the significant increases in Hackney's ageing population. Between 2021 and 2042 the population of residents aged over 55 is expected to increase by 78% (from 42,000 in 2021 to 75,000 in 2042). We also anticipate a 90% increase in residents aged over 65 (from 22,000 in 2021 to 42,000 in 2042).

The increase in the older population should be a priority in terms of future proofing the borough given its potential impact on both demand and health inequalities, given the increased use of health and care services as people age and the fact that inequality is compounded across the life course. We propose working with the Board to consider what steps can be taken now and in the medium term to ensure that Hackney is able to meet the needs of the older population and enable them to age well, an approach which would ease demand on public services, Ensuring greater accessibility, better access to work and the ability to maintain social connections are key components of developing an age-friendly borough, as identified in the Ageing Well Strategy.

The paper provides an update on progress against the Ageing Well Strategy, noting the impact of the pandemic and the difficulty of being able to prioritise the driving of this work until April 2023.

The paper identifies the proactive areas of work that have been prioritised, as set out in the paper to the [Health and Wellbeing Board](#) last March and also developing a dementia friendly borough. The paper also sets out how we are supporting and keeping track of progress against all the Ageing Well Strategy commitments, as set out **under point 6**, noting we have mapped dementia friendly issues against this.

- Dementia friendly work
- Age Friendly Employment
- Helping people **to get out of the house, remain mobile and physically active** and how we might track the impact on managing demand

As part of this, how we ensure that age-friendly approaches are consistently championed and considered in the framing and shaping of longer term strategies, including commissioning practices and infrastructure plans, current ones under development are Transport and Housing strategies.

As you read this paper we ask that you consider:

- 1) What impact will the future increase in the older population pose for your area of work?
- 2) How can we best support you to develop an intersectional and evidence based approach to preparing for an increase in the older population?
- 3) What steps can you take or are you taking to begin to prepare for the future increase in the older population?

In terms of meeting immediate need and reducing demand on services in the short and medium term we ask the Board to consider:

- 4) What opportunities are there to increase the provision of support for older people to leave home in service planning or support for the VCS to attract external investment in this area?
- 5) What opportunities are there to share data with the VCS to support the sector to better

engage with older people who have mobility issues, are housebound or who have had a care needs assessment but not received a care package?

6) How the AW strategy can best support the H&W Strategy Social Connections priority?

2. Working with the Board to develop a proactive and collaborative approach

We suggest that throughout the year we provide more detailed updates and discussion in relation the three areas of work most relevant to the Board:

- Age-friendly employment
- Getting out and about
- Dementia friendly work

We also propose that we return to the Board in 2025 to reflect upon the progress made by the Board in developing a proactive approach to ageing well.

3. Key issues

Strategic Context:

- 42,000 people are estimated to be over 55 in Hackney in 2021 and this is projected to grow to 75,000 by 2042 (78% increase)
- 22,000 are estimated to be over 65 in 2021 and this is projected to grow to 42,000 by 2042 (90% increase)

Hackney's population is set to increase by under 10% in this time, so we will see a far sharper growth in over 55s and over 65s and older people will form a more significant proportion of the population. Given inequalities, we expect this will mean more people in Hackney are living with one or more long term conditions. Given trends in housing, we expect more older people to be in private sector housing (they are over represented in social housing at present). We also expect the number of people living with dementia to increase.

This needs to be considered across long term plans so that older people are recognised and valued in a still predominantly young borough. We need to consider how we enable people to age well through preventative work, and making Hackney a more age friendly place and system.

Hackney's Ageing Well Strategy was developed in response to these trends and as a way of taking forward the 2018-2022 manifesto commitment:

'We will develop a new Older People's Strategy, through a process led by older people, ensuring they have a central place in shaping all council services and the wider priorities of the Council'.

These commitments were refreshed in the 2022-26 Manifesto, although officers have pushed back in the recent prioritisation exercise on the value of two of the commitments relating to an "Ageing Well Week" and Dementia Friendly Festival. The Ageing Well Strategy informed the Strategic Plan and the Equality Plan which goes to Full Council on 28th February.

The Strategy was the result of significant engagement work led by peer researchers, and recognises older people as assets and the importance of understanding individual needs and

preferences, as well as synthesising data on structural challenges and the intersection of ageism with other forms of disadvantage. There is a vision set out in the Strategy:

- *We are committed to being an age-friendly borough and for Hackney to be a great place to live and grow old in.*
- *Older residents in Hackney want to feel empowered, informed, valued and supported; through age-friendly communities and services and specialist care if need arises.*

The Strategy was being finalised during the pandemic and as we were moving into a cost of living crisis. This both impacted Hackney's older population who are the second most income deprived group of older people in the UK, as well as our ability to do the final deliberative work across the system to embed commitments. It also made it difficult to prioritise the resource and the oversight to drive forward the strategy, until last April when some dedicated capacity was created for one year last April 2023 (and this will now be mainstreamed into the service).

During this time, the lead for dementia friendly work (also linked to Manifesto commitments) has also moved from Adults so that we are embedding dementia friendly considerations into how we take forward the strategy.

We have focused over the last 10 months on:

- Establishing and progressing a systematic approach to implementation, that is focused on strategic plan outcomes rather than prescriptive interpretation of each commitment and based on an understanding of financial and institutional constraints:
- Developing the proactive work needed to respond to emerging issues
- Developing the community engagement model

The Strategy is mapped against the World Health Organisation age friendly cities framework.

3. These are the key overall issues that are impacting on progress against the strategy are:

a) Limited resources

Issue: Some commitments could have a significant impact but require growth which cannot be prioritised.

Response:

We are seeking to influence existing mainstream activity. For example, age-friendly employment highlights three main barriers to older people accessing employment such as caring responsibilities, complex benefits system and the need for flexible working arrangements. We are therefore working with DWP and Employment and Skills

We are seeking to develop scalable responses, eg. online dementia-friendly training resources which have longer term impact than one off generic in-person training sessions

We are working with the voluntary and community sector and partners to share priorities and influence fundraising priorities

We are working with the Population Health Hub to ensure work continues to be informed by relevant data and research.

b) Changing context

Issue: The AW strategy was developed prior to the pandemic and the cost of living crisis meaning the strategy is being implemented in a significantly altered context. For example, in 2019 Hackney's older population was already the second most income deprived group of older people in the UK on the IDAOP and data from Hackney Foodbank indicates that in 2023 the number of people aged 65 and over they supported increased by 95%. More work therefore needs to be done to ensure the strategy addresses the issue of poverty and the impact of the pandemic.

Response: We are adopting an iterative approach to the implementation of the strategy while maintaining a focus on the delivery of the commitments. Continual dialogue with partners, attendance at neighbourhood forums and other provider networks, embedding the strategy within the wider work of the Policy and Strategic Delivery team and continually gathering quantitative and qualitative evidence on cross-cutting themes enables the identification of emerging needs. We are working closely with the Poverty Reduction Team to raise issues around older people's access to food and rising poverty including supporting Money Hub to co-produce communications with older people. We supported the development of a research bid from Sheffield University on older and disabled people and eating well which would feature Hackney as a case study,

c) Limited access to data and research

Issue: The existing Census data was collected in the context of a national lockdown and may not provide a comprehensive picture of older people in the borough. This is challenging in terms of planning and developing appropriate support measures. There are also challenges accessing research through national databases such as SCIE meaning that our ability to conduct structured literature reviews and identify best practice and innovative delivery models.

Response: We will continue to develop relationships with the Public Health team and the Population Health Hub in order that Clinical Effectiveness Group data (CEG) can be used to support our understanding of the needs of the older population and support partners to design more effective services. We are working closely with the Centre for Ageing Better and using their research as part of this work.

4. We have identified these three areas as requiring proactive approach to improving the health and wellbeing of the older population:

- Dementia friendly
- Age-friendly employment
- Supporting residents to get out, be more mobile and physically active

a) Dementia-friendly Community Group (DFC group):

Risks: The DFC group is a cross-sector partnership which meets quarterly to support the ambition to make Hackney a dementia-friendly community. There is limited resource to support the commitment to make Hackney a dementia-friendly borough and growing need (In 2018 a total of 1,300 residents aged 65 and over were living with dementia which is predicted to rise to almost 2,000 by 2030);

Partners have raised frustrations that the system is focused on diagnosis rates and awareness raising rather than the provision of support for people with dementia and their carers post-diagnosis. Low attendance by people with dementia at both clinical appointments and community activities highlights the need for greater physical support to access services since when transport is provided attendance increases.

Opportunities: The DFC group has agreed a set of outputs and outcomes which are achievable without significant investment (overview [here](#)) links between the DFC group and the Dementia Alliance continue to ensure more joined up working and reduces the chance of duplication; membership of the DFC group is growing and includes organisations working with priority groups including global majority communities; the commissioning of awareness raising champions by the Dementia Alliance means there is scope to use the AW resource to commission a bespoke training tool for frontline staff and support for commissioners and policy makers to embed dementia-friendly approaches in the design and delivery of strategies and services; there are opportunities to share learning and resources with other inclusivity programmes such as the autism-friendly work led by Homerton Hospital.

b) Age-Friendly Employment

Risks: Hackney has a higher than average number of residents aged 50 plus claiming unemployment benefits. Nearly a third (27.6%) of Hackney's out of work benefit claimants (3,110 people) are aged 50+. Ageism in employment is entrenched and turning 50 is considered a key marker in relation to employment given that people aged 50 and above continue to face greater difficulty in accessing work-related training and re-entering employment than younger age groups. The pandemic has also had a negative impact on older workers aged 50-64. Data shows that working-age adults between 50 and 64 have experienced the highest increase in economic inactivity since the pandemic compared to any other generation.¹ Three in five over-50s left the workforce sooner than planned and half a million more people aged 50 plus are out of work than before the pandemic. The majority of businesses in Hackney are 'mini-micro' and evidence suggests that micro businesses (0-9 employees) are at the forefront in the decline in domestic sales meaning that local employment opportunities may decline.

Opportunities: Working closely with Employment and Skills and the Cabinet Lead, we have developed a commitment to co-designing improvements to employment support services to ensure they are more age-friendly. This work is underpinned by local data on both the supply and demand of labour and which utilises personas and design thinking. We are collaborating with Job Centre Plus (JCP), Hackney Works and City and Hackney Carers centre to design small sessions with residents. This development work will initially be funded through the remaining Ageing Well budget. Our work in this area is being highlighted by the Centre for Ageing Better and is being used as a case study of best practice. We are about to engage with the Hackney Business Network to begin to better understand issues from a demand side perspective. We are using census data and other research to ensure our approach is evidence based, draft report [here](#).

c) Social Isolation/Getting Out and About

Risks: The implementation of the strategy raised the issue of isolation as an emerging need post pandemic, a need which aligns with the Social Connections priority of the Health and Wellbeing Strategy. Our qualitative interviews with a range of partners confirmed that older people are less inclined to leave home post pandemic due to various factors including worsening mental and physical health, fear of illness and a loss of social habits. There is currently no community

¹
<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/articles/movementsoutofworkforthoseagedover50years sincethestartofthecoronaviruspandemic/2022-03-14>

transport provider in Hackney since the closure of Hackney Community Transport. The cost of living crisis has also increased older people's isolation. The lack of support workers and befrienders to assist people to leave home either short term to build confidence or longer term poses a significant threat to the older population with many people being left at home. Partners are concerned that there is a focus on signposting and navigation rather than physical support to leave home. There is ambiguity in the system about the impact on the system of reaching isolated people with an awareness that this could lead to increased demand for services which are already at capacity.

Opportunities: This issue speaks directly to the Health and Wellbeing Strategy's Social Connections priority. Through the AW strategy a cross-sector network has been convened to raise awareness of this issue across the system (initial findings listed [here](#)). Learning from our scoping work is informing the Housing, Carers and Transport strategies, the work of the Social Connections subgroup and the Proactive Care programme; there is a need to explore opportunities for pooling resources in order to invest in befriending services which is even more crucial given the closure of East London Cares; We are undertaking a piece of scoping work to explore the impact of the loss of Hackney Community Transport and look at other models of community transport that are more sustainable; We are building on learning from the King's Park Moving Together Programme to explore a system wide approach to increasing walking in the older population and different walking models that can be used to reduce social isolation.

5. Engagement

In order for the strategy to be implemented in line with the council's equality objectives and to ensure that ageism is addressed through an intersectional lens it is imperative that a diverse range of older people are engaged with the Ageing Well agenda.

Our current engagement model was developed in the pandemic and is geared toward older people who are digitally engaged and who do not need support to participate. Co-production with a group of residents who are more reflective of the borough's older population would require an element of frontline delivery and our current engagement model does not accommodate this. The absence of those voices mean that there is a risk of growing and unmet need as well as unrealised opportunities for learning and collaboration.

We have an active Hackney Older Citizen's Committee (HOCC) who, through meeting in person and via online methods, have been involved in influencing work around housing, transport, employment and getting out and about as well as co-producing a more accessible version of the Pension Credit uptake letter. In order that the strategy is informed by the lived experiences of older people who experience multiple forms of disadvantage we have established good working relationships with a range of partners including foodbanks, the Community Library Services and grassroots community groups working with migrant communities. Desk research on issues where age intersects with other forms of disadvantage is also utilised to inform our approach. We are devising new engagement models as part of the Equality Plan, to be developed further with the Communications and Engagement Service.

Age UK will be moving into Marie Lloyd and we are working closely with them to maximise the opportunities for this to be a hub for ageing well activity.

Developing awareness of why ageing well matters and becoming an age friendly borough

Research from the Centre for Ageing Better identifies the physical, mental and financial implications of ageism and how pervasive it is. According to their research a higher proportion of British adults have reported experiencing prejudice based on their age than on any other characteristic, and a study of the use of language related to older age in web-based magazines and newspapers found that of 20 countries, the UK was the most ageist of all. The strategy is therefore being delivered within the context of a deeply ageist society and the intersection of ageism with other forms of discrimination and disadvantage must be recognised in order that the strategy is implemented in line with the council's commitment to equality.

As knowledge of the pervasive impact of ageism and its risks to a society with an ageing population is better understood there is an opportunity to develop communications strategies which take this into account and actively work to undermine ageist assumptions. Through our relationship with the Centre for Ageing Better and the network of Age-Friendly communities we can embed anti-ageist communications practices within the council and lead by example in order that other anchor organisations adopt an anti-ageist communications position. We are supporting the development of an intersectional approach to ageism and worked with Hackney Caribbean Elderly Organisation to support their involvement in the Anti Racism Summit.

6. Delivering the Key Commitments: The Strategy includes commitments that are covered under the following strategic priority areas, which broadly map to the World Health Organisation age friendly framework domains.²

- Priority 1: Health and Wellbeing
- Priority 2: Social and civic inclusion and respect
- Priority 3: Housing
- Priority 4: Public spaces and transport
- Priority 5: Employment and skills
- Priority 6: Safeguarding, Safety and Security
- Priority 7: Hackney as an employer

Improving communication and information for older people is a cross cutting enabler.

The implementation of the strategy is grounded in a robust understanding of the institutional and financial realities of the present moment while looking toward the future and the need for proactive, preventative measures which will meet the needs of the growing older population.

We have stress tested all commitments to focus on what matters in the context of the age friendly framework so that when we track progress against commitments this is what is guiding us rather than an overly prescriptive focus on whether the specific actions have been delivered. Progress is also informed by ongoing engagement with older people, assessment of current context and emerging needs and priorities.

There are three commitments which are RAG rated red, because they require a prioritisation of resource that has not yet been identified:

² outdoor spaces and buildings; transportation; housing; social participation; respect and social inclusion; civic participation and employment; communication and information; and community support and health services.

1. Develop a public campaign around pedestrian and cyclist behaviour and safety- this requires dedicated resource
2. Ensure enforcement powers for obstructions to pavements, for instance dockless bikes parked on the pavement- we are in contact with service head and we are aware this is being raised a wider issue that is being responded to
3. Build in opportunities via the Hackney an accessible place for everyone programme, for planning consultations to have 'planning for real' exercises that involve walking around the borough with residents and considering accessibility concerns including from the perspective of age and dementia- this had to be deprioritised due to other pressures, but has been identified as an Equality Plan priority and will be picked up.

This is a summary of specific challenges and our response:

- **Health and Wellbeing:** The crisis in health and social care, the pandemic and the cost of living crisis have resulted in increasingly complex physical and mental health issues in the older population. We have therefore focused on walking as a low cost method which could play a key role in both enabling older people to be socially engaged, increase access to information and activities and benefit their physical and mental wellbeing. Nonetheless barriers to walking are significant and multi-faceted and work must be done to understand the successes and challenges of different approaches. We are working with Neighbourhoods, the Proactive Care Team, King's Park Moving Together, the culture team, the Resident Engagement team and VCS partners to identify emerging needs and develop solutions to improve older people's health by increasing older people's physical activity. Our current focus is on exploring barriers and opportunities around walking and the physical, psychological and environmental issues that impact older people's capacity to walk. Desk research and learning from other areas including Haringey Council's walking programme are supporting this work. We are increasingly aware of the impact of the pandemic and the cost of living crisis on older people's health and are gathering data on this which is shared with internal and external partners. We are working with Hackney Circle and the resident engagement team to explore and promote the health benefits of increasing access to arts and creative activities especially for people with dementia. Our scoping work on getting out and about is promoting the development of increased provision of befriending and exercise for people with dementia as the services we have mapped are at capacity.
- **Social and Civic Inclusion and Respect:** The pandemic and the cost of living crisis has had an enormous impact on older people's social engagement and exclusion. We have identified this issue as a cross-cutting theme which impacts several domains of the strategy and are undertaking scoping work to better understand the current situation and to develop solutions.
- **Housing:** Many of the housing recommendations require resources and a long term approach which is challenging in the current context. In addition to supporting the delivery of the housing recommendations we have supported older people to input into the housing strategy and are working with MRS Independent Living to support a new understanding and approach to address hoarding which will better link up health services and housing services. Our scoping work on dementia and getting out and about include significant

engagement with partners in housing with care.

- **Public Spaces and Transport:** We continually share learning and resources with the transport team and supported HOCC members to input into the transport strategy. Our getting out and about partnership is informed by their work and the health and wellbeing scoping work on walking also feeds into the transport strategy as well as being informed by the expertise of the team in terms of road safety. There is an issue around shared spaces between pedestrians and cyclists, for example cyclists using pedestrian areas or pavements pose a risk for frail/older people or those with children and this can be off putting. Often transport decisions are made at a national level and they can be hard to impact at local level.
- **Employment and Skills:** More proactive work was needed on this issue as a gap addressed (please see below)
- **Safeguarding, Safety and Security:** In addition to supporting the implementation of the strategy recommendations we have gathered evidence that the pandemic has impacted older people's sense of safety. This is a significant behavioural change to address. We are working with colleagues on building trust and confidence in the police to ensure that the views of older people are input into this work. We have encountered little interest from the older people we work with in attending meetings with the police which indicates we need a different engagement model to take this work forward and this is being factored into the engagement plans we are developing.
- **Hackney as an Employer:** As one of the biggest employers in the borough, Hackney Council has an opportunity to lead by example by making our policies and procedures more age friendly in order to attract a diverse age group of employees. An example would be to promote flexible working patterns, raise managers' awareness in managing and supporting an ageing workforce. It is important to allocate proper resources to carry out a review of our policies and procedures to make them age friendly. Provide training for managers and staff on raising awareness around ageism. In order to progress this work, we propose that Hackney sign up to be an age friendly borough and sign the Centre for Ageing Better age-friendly employer pledge. We have collated qualitative and quantitative data and best practice in this draft [report](#).

Attachments

- [Ageing Well strategy](#)
- [Ageing Well intranet page](#)