

All Our Futures

Planning for a Scotland with an Ageing Population

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SCOTTISH EXECUTIVE

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A Changing Population

Scotland is changing in a fundamental way: older people form an increasing proportion of our population, and will play an increasingly important role in our prosperity and future. We are entering an unprecedented era in Scotland, and we are not alone. All over the world, other countries are beginning to consider the implications of radically different demographic structures in their populations.

The skills and life experience of older people are an asset in any nation, and Scotland can and should benefit from its changing age profile. Too often, population ageing is seen in negative terms, with the emphasis on an increasing burden on health and social care services, rather than on the value that older people bring. So we need to challenge current perceptions about ageing and at the same time promote a positive vision for the longer term, in which all generations can plan for and influence the agenda for an ageing population.

That is why the devolved government of Scotland has chosen to develop a strategic approach - to consider how best to respond to and plan for a Scotland with an ageing population.

We have learned much from our work looking at the future of Scotland and from the responses to the public consultation held last year. There is a great deal of very positive work and many innovative policy initiatives underway that now – and will in the future – help to improve the lives of older people in Scotland.

The implications of an ageing population for Scotland's development and for society as a whole are wide-ranging and complex and cannot be addressed easily in a single policy statement. Nor can we know exactly what the future holds. And so this Strategy does not attempt to provide all the answers for the future development of Scotland with an ageing population. Instead, this document is an important milestone in this process. The evidence gathered and the issues raised will form the basis for reflection, debate and forward planning in all sectors in Scotland. We believe that the Scottish Executive, all local authorities, public agencies, further and higher education bodies, the private sector and the voluntary sector and, where relevant, the UK government should work together to develop a shared understanding of the wider implications of an ageing population; work together to carry through the culture

Too often when we talk about the older population, we talk about the challenges - the needs, the burden, the drain on resources. But we need to focus on the demographic opportunity that Scotland now has.

The **Rt. Hon. Jack McConnell**
MSP First Minister of Scotland
Lecture "*Scotland's Future –
thinking for the long term*"
University of Stirling,
23 May 2006

change we need; and plan effectively for the years ahead. The Scottish Executive is committed to promoting and fostering this process into the future.

For this Strategy we will focus mainly, though not exclusively, on the over 50 age-group; while recognising the importance of the full life course. This age is chosen not because it marks the start of “old age” or because we think all people over this age are somehow similar, but because for many it is a point at which life circumstances start to change in ways that have implications for the future. For example, many people start to change their working patterns, some leaving the labour market completely. Grown-up children may leave home, and parents have more time and possibly more money. People take on caring responsibilities perhaps for the first time, for example for elderly relatives. People also gradually become more likely to develop long term health conditions, such as diabetes and arthritis, which they may have to live with for many years. We stress that people’s experiences will vary greatly, but in population terms, the events and changes above are more likely to happen in the over 50s.

Structure of the document:

Chapter 1 provides an introduction to the Strategy; it presents the context within which it has been developed and sets out the structure of the Strategy document. It also presents our vision for older people in Scotland in the future, identifies the challenges that we need to overcome to achieve this vision and sets out the actions that we need to take.

Chapter 2 considers the role of local government, public sector organisations and public services in shaping Scotland’s future environment and the challenges that they face in helping to ensure that Scotland makes the most of its



changing population.

Chapters 3 to 8 discuss 6 priority areas for strategic action as follows:

Chapter 3 explores the rich and diverse contribution that older people can and do make to Scottish society; acknowledges the barriers to contribution that can arise and identifies action to improve opportunities for older people.

Chapter 4 deals with the important issue of forging better links between the generations.

Chapter 5 describes what is in train and needed to improve and maintain the health of Scotland's people as they age.

Chapter 6 deals with the care, support, safety and protection of older people.

Chapter 7 describes the importance of the right housing, transport and planning infrastructure, and how that is being developed to progressively meet the needs of all ages.

Chapter 8 discusses lifelong learning and how that will develop to meet the needs of an ageing population.

Chapter 9 draws conclusions, sets out the way forward and identifies some immediate priority actions.

Annex A sets out longer term trends that are likely to shape Scotland's future.

Annex B provides detail on priority areas for action to improve health in Scotland and complements the discussion on health improvement and health care set out in Chapter 5.

Annex C lists the Members of the external Advisory Group who steered the work and shared valuable experience.



The demographic and social context

Scotland's population is changing. Lower birth rates mean that numbers of younger people will fall while numbers of older people will rise. Ageing is a personal, biological and demographic fact, and mass ageing – the survival into the eighth, ninth and tenth decades of ever larger proportions of the population – is the result of huge and successful shifts in society. Highlighted below are the key demographic and social trends that underlie Scotland's ageing population.

- In 1900, the average Scottish life expectancy was 40; in 2004, it was just over 74 for males and just over 79 for females, (General Register Office for Scotland 2006 and Government Actuary's Department 2005).
- By 2031 the number of people aged 50+ is projected to rise by 28% and the number aged 75+ is projected to increase by 75%, (General Register Office for Scotland 2006 and Government Actuary's Department 2005).
- Changes in the age structure of the population are not uniform across Scotland, (General Register Office for Scotland 2005b). One measure of ageing – the change in percentage of over 75s over the years 2004-2024 shows great variation across Scotland, with obvious implications for service planning at a local level.
- Ageing is a gender issue, and as age increases so does the proportion of women in each age band. This will lessen slightly over time as men's life expectancy increases, but women will form the majority of the older population for the foreseeable future.
- Historically, the number of older people from black and minority ethnic groups has been small, but as the 1960s immigrants age, the numbers in older age groups will increase; and our evidence is that these groups will have a range of different needs and expectations.
- Disability increases with age, both as people with an existing disability grow older and through the onset of age related disability, such as that resulting from hearing loss or musculoskeletal conditions. Although no Scottish projections

exist, we can expect the number of disabled people to increase significantly just because of the increase in numbers of older people.

- The number of people with dementia, an illness whose prevalence increases with age, will increase.
- Households headed by someone aged 65+ are increasing and are predicted to continue to do so. There are also increasing numbers of older people, particularly older men, living alone, (General Register Office for Scotland, 2005a).

Changing expectations and aspirations

Expectations and aspirations are also changing. The “baby boomers” – the generation now entering their 60s – will, as they grow older, do so with aspirations and expectations very different from those of previous generations, so that traditional stereotypes of old age will become less and less relevant. Leisure activity, employment, volunteering in communities of place and interest, and spending patterns are all likely to change in ways that reflect the experiences, ambitions and relative affluence of that post-war generation.

UK and International context

The Scottish Executive recognises and supports the United Nations Principles for Older Persons and these underpin our approach. These principles are:

- Independence
- Participation
- Care
- Self-Fulfilment
- Dignity

We also endorse the World Health Organisation’s approach to active ageing. Together with the UN principles, these underpin our approach and our determination to make an older Scotland sustainable, successful and a good place for all ages to live.

Active ageing is the process of optimising opportunities for health, participation and security in order to enhance quality of life as people age, (World Health Organisation, 2002).

In 2005 the UK government published its strategy document “Opportunity Age”, (Department of Work and Pensions, 2005). In drawing up this Scottish Executive Strategy we have taken “Opportunity Age” into account, particularly where joint working, between Scotland as a devolved administration and the UK, is needed to deliver results. Important relevant topics such as employment, pensions and benefits are reserved to the UK Parliament and, where they have featured in the consultation process for this Scottish Strategy, information has been passed on to the UK government.

Developing the Strategy

Over the course of 3 months in spring 2006, we sought views on age and ageing in Scotland and on the issues we need to think about for the future. We received over 1300 responses from individuals of all ages and from a wide range of groups and organisations. A separate report ‘Age and Experience – Developing the Strategy for a Scotland with an Ageing Population – Consultation Analysis’, (Scottish Executive, 2007b) summarises these. To complement that consultation, we organised a series of focus groups throughout Scotland, we commissioned valuable research and statistical evidence and we convened an external Advisory Group representing a wide range of interests. Members of the Advisory Group are listed at Annex C. Our research and analysis is described in more detail in the companion publication to this document ‘All Our Futures: Planning for a Scotland with an Ageing Population: The Evidence Base,’ (Scottish Executive, 2007c).



Our Aims and Vision for the Future

Our future vision for Scotland is of a confident society that values and empowers people of all ages to use their knowledge, talents and skills to make the most of their lives, to help build up the fabric of our society and to contribute to Scotland's future success. We want to ensure that older people are valued, appreciated and – where necessary – supported to live full and fulfilling lives.

We want our older people to help build thriving local economies; to contribute to the work of the voluntary sector; and to participate in sport, culture and the arts in every capacity. We want more older people to take on leadership responsibilities in their communities, and to become involved in helping to foster understanding and mutual respect across generations.

The outcomes we want to see

We will know that the Strategy has been successful when we see a Scotland where:

1. **All the years of life are fulfilling and the contribution of older people – irrespective of age, ethnicity, disability, gender, sexual orientation, or religious belief – is valued, appreciated and, where necessary, supported.**
2. **Age is not used to define or make assumptions about the role, value or potential of an individual.**
3. **People enjoy more years of healthy life and are enabled to manage long term health conditions.**
4. **People are enabled to continue to work for as long as they want or need to, in the way that suits them best, supported by flexible approaches to employment and retirement.**
5. **Older people have ready access to information technology and the internet.**

“I can imagine a world where older Scots entrepreneurs are leading the way in providing the products and services that their generation requires, using the skills they developed over a lifetime; where older Scots are taking youngsters under their wings, giving them the benefit of their wisdom and their insight, investing in the next generation. Perhaps, if we seize that opportunity now - if we apply our wit and entrepreneurial spirit, our compassion and our foresight, this profound change can be a force for progress.”

The Rt. Hon.
Jack McConnell MSP
First Minister of Scotland
Lecture “*Scotland’s Future – thinking for the long term*”
University of Stirling,
23 May 2006

6. Older people are able to participate in learning activities, both vocational and for personal development.
7. Older people are enabled to volunteer for as long as they want, in the way that suits them best, and that contribution is fully recognised.
8. Fewer older people than ever before will live in poverty.
9. Vulnerable older people are protected, safe, and are free from fear.
10. Older people have access to public services which are people-centred, accessible and joined-up; and can access quality services appropriate to their needs, when and where they are required.
11. Houses, buildings, communities, transport systems and infrastructure are well-designed and accessible, and can be used by older people in safety and with confidence.
12. Authoritative, up to date sources of advice and information are accessible to older people, when and where they are required and in a format that is accessible and user-friendly.

The Challenges We Must Address

First of all, we must recognise that there are over-arching challenges facing older people in Scotland at the present time which cut across all issues in relation to older people and Scotland's ageing population. For the Strategy to be a success and for Scotland to make the most of its changing population, we must ensure that these core challenges are addressed.

Ageism

The fact is that there is great diversity in later life: in health, in fitness, in activity, in participation, in life experience and in attitudes. If Scotland is to make the most of demographic change and opportunity, there can be no place for ageism and negative stereotyping which demeans people.

Scotland's older people – highly diverse, growing steadily in numbers, enjoying healthier and longer lives, participating more actively and contributing more widely to our society – will, as the consultation made clear, not tolerate the negative attitudes, discriminatory treatment and second-class status that ageism inflicts. People rightly resent any attempt to label them or make generalisations about them.



“If we were suddenly to acquire the same sensitivity to ageism that we have to racism and sexism, we would be in for a shock... Do we not realise that the best prospect for our own well-being in old age is to build a world in which equality, independence and active participation of all generations are positively encouraged?”

Source: Professor Tom Kirkwood, Reith Lectures 2001.

Tackling ageism is essential if the potential of Scotland's ageing population is to be maximised. The impact of ageism is insidious and damaging. It has been shown to affect wellbeing, damage confidence and abilities, and thus create a self-perpetuating cycle, diminishing and excluding many with much to give. Yet ageism is pervasive throughout our society, so driving it out is a challenge for all public and private organisations, and for all of us as individuals.

We will work with stakeholders to develop a campaign to promote positive images of ageing to help combat this insidious problem.

The Scottish Executive is committed to tackling negative images of ageing and actively promoting those which recognise the contribution and role of older people, and the positive opportunities presented by Scotland's ageing population. From December 2006, all new policies and all new legislation will be assessed for their impact on age as well as on gender, disability, sexual orientation and faith/belief. The requirement to assess legislation for impact on race is already in place. Consideration is being given, through the UK Discrimination Law Review, to the scope for harmonising the existing legislation on discrimination.

We will fund a campaign to combat ageism.

The Scottish Executive is determined to fulfil its voluntary and statutory commitments to equality mainstreaming for Scotland's older people, and has created a framework and accompanying tools which will help ensure that age equality is built into its core work, in terms of policy design and service delivery. In this way the Scottish Executive aims to be an exemplar for other public bodies. This Strategy, for example, has been impact assessed for equality issues.

For October 2007 age will for the first time be brought together with the other equality strands through the Commission on Equality and Human Rights. This will raise the profile of age as an equality issue, and drive forward the equality agenda across the board as well as providing a one stop shop for people experiencing discrimination.

Equality and diversity

All groups in Scottish society are ageing, including people from minority ethnic communities; disabled people; and lesbian, gay, bisexual and transgender people. Ageing can present particular difficulties for various groups. For example, for people for whom English is not their first language, cognitive impairment can mean the loss of fluency in English, so that services require to be adapted to meet someone's language needs; lesbian, gay, bisexual or transgender older people may have concerns about finding appropriate housing or residential care services; faith groups such as Muslims may find that services offered cannot be used if they do not meet dietary or other specific religious

requirements. And for women, who predominate in the oldest age groups, we need to address the issues of gender inequality earlier in life, so that they may avoid inequity and poverty in old age.

Different ethnic minority communities have different age structures though in general the proportion of children and younger people from minority ethnic communities will become larger. Thus addressing the many issues of race inequality in education and unemployment is vital for all life stages.

Disability that arises with age can pose barriers for people. Although far more common, age-related disability is often regarded differently from disability acquired at birth or earlier in life. For the latter group, the social model of disability which sees disadvantage and discrimination as a result of the way we organise society, rather than due to impairment, is widely accepted.

Younger disabled people can also face barriers as they age. Services they may have used for years can be geared towards younger people, and older people's services are not always geared towards disabled people. For example, increasing numbers of people are now ageing with a learning disability which has implications for the services they need, the kind of support their carers need, and their own health.

We think that more needs to be done to increase understanding of age-related disability in these terms, particularly given the new public sector duty to promote disability equality which is relevant to disabled people of all ages and the responsibility of public bodies under the Disability Discrimination Act 2005.

We will work with stakeholder organisations and with the new Commission for Equality and Human Rights to increase understanding of age as an equality strand and the implications of ageing for different groups of older people.



Links Between the Generations

The evidence we gathered revealed the importance people attach to relationships between generations, recognising that building good relationships between generations brought all-round benefits. Conversely, the absence of this is at best a loss and at worst a threat for both younger and older age groups. Older people have a potentially strong role to play in the education and development of younger generations, and those generations can contribute much to the wellbeing of older people.

We think that more needs to be done to unleash the potential of intergenerational links in all settings - in schools, in communities and in the workplace. Chapter 4 has more on this important topic.

Rurality and geographic isolation

Some rural parts of Scotland will experience more extreme demographic ageing, which will pose particular challenges to local authorities and service providers. Living in more remote rural areas can pose challenges for older people as well. Lack of flexible and frequent public transport services can leave older people in rural areas much more dependent upon private transport than their urban counterparts, despite, in many cases, lower incomes. Services such as hospitals, health care centres, shopping centres, and community centres can be further away, compounding transport difficulties.

Small rural communities can be very dependent on informal volunteering through mutual aid and help, and less dependent on formal services. It is essential for the quality of life of the older people who make those communities viable, and ultimately for the sustainability of these areas, that local authorities plan effectively for local demographic change in their areas.

Lack of knowledge /information

The research and evidence from the consultation shows that older people require access to good quality advice and information

across a whole range of topics, including benefits and entitlements; employment and training opportunities; volunteering opportunities; financial planning; planning for retirement - both financially and in terms of working out how to spend their time; leisure opportunities including lifelong learning; housing; and health care.

Better access to better advice would mean that everyone, including older people, could be more active and informed in making choices and having a voice in the decisions that affect them. The better informed older people are about what is available, the more they will be able to influence the development and delivery of services, and – by better understanding the options – the more choice and control they will have over the services provided to them.

In recognition of the importance of the provision of such information, we will continue to encourage developments such as the Scottish Helpline for Older People which provide the information people need through the right channels.

We will also continue to work with the UK Government and the Financial Services Authority, in developing their work on the provision of generic financial advice and financial education, including the workplace based 'Make the most of your Money' initiative. We will also consider the need for further, specifically Scottish, action in our review of the Financial Inclusion Action Plan during 2007. Successful financial education approaches were developed in our pilot project with Citizens Advice Bureaux and we will consider how these might be rolled out more widely.

Closing the Opportunity Gap

Although there have been significant improvements in recent years, some of the oldest people in Scotland remain some of the poorest. In addition, on average, women have lower pension incomes than men and minority ethnic pensioners are more likely to be poor. People who have an incomplete employment history, including many disabled people, are more likely to be poor once their working lives are over.



We are taking action across all Departments to tackle poverty and social exclusion. In particular we aim to:

- prevent individuals or families falling into poverty;
- provide routes out of poverty for individuals and families; and
- sustain individuals or families in a lifestyle free from poverty.

In partnership with the UK Government we are committed to tackling poverty among older people, and our Central Heating Programme, National Concessionary Travel scheme, and policy on Free Personal and Nursing Care are all helping to increase the disposable income of older Scots.

We are also encouraging the main energy companies to take appropriate measures to help vulnerable households avoid fuel poverty. This complements measures provided by the UK Government, including the Pension Credit, Council Tax and Housing Benefit, the Winter Fuel Payment and Free TV Licences.

Case Study: Increasing Benefit Take-up in Glasgow

Since October 2004, Glasgow Housing Association (GHA) has been running five pilot projects aimed at increasing benefit take-up amongst its older tenants. These have been delivered variously in partnership with the Pension Service, three of the city's Citizens Advice Bureaux, and expanded welfare rights teams within other Registered Social Landlords. An additional £1.8 million was claimed in the first 12 months of operation, with the average gain of £2000 for a successful claimant. Evaluation of the pilots concluded that the most effective way of reaching older people to offer a benefit take up service is through direct phone contact. GHA is now seeking to roll out the service to all tenants over 60, and the 13,000 owner-occupiers of that age that it provides with factoring services.

It is estimated that overall take-up of benefits amongst entitled pensioner households is only around 60% and take-up rates are particularly low in some rural areas. Pensioners on low incomes are among the most vulnerable people in our society and we want to ensure as far as possible that they get the money they are entitled to.

We are helping improve benefits uptake through a range of measures. There are examples of good practice and initiatives through money advice and welfare rights services which improve benefits and services uptake across Scotland and we will continue to build on these.

Free benefits 'health checks' are offered to all those participating in our Central Heating Programme. Many local authorities provide a benefits check before billing people for care costs. People claiming Pension Credit and State Retirement Pension can also access Council Tax Benefit and Housing Benefit at the same time via The Pension Service: one phone call, one number, four benefits.

In addition, the Scottish Executive has spent over £294 million on fuel poverty programmes to date helping thousands of people to have warm, dry homes which are more affordable to heat. A further £102 million has been set aside for fuel poverty programmes over 2006 - 2008.

In Scotland since 1997:

- 120,000 pensioners have been lifted from relative poverty, bringing relative pensioner poverty down from 30% to 16%;
- 200,000 pensioners have been lifted from absolute poverty, bringing absolute pensioner poverty down from 30% to 6%;
- Tax and benefit changes have meant an extra £30 a week for the average Scottish pensioner household, with the poorest 20% getting around £40 a week extra;
- The Pension Credit is giving 8% of Scottish pensioners an extra £70 per week and around 30% an extra £42 a week.

For those eligible for benefits, there is much to be done in promoting awareness and access to them.

The Scottish Executive will continue to examine what more it can do, itself and with relevant partner delivery agencies such as local authorities and the Pension Service, to share good practice with the goal of maximising the income of Scotland's poorest pensioners.

Challenges for the Future

As well as the current over-arching challenges outlined above, there are a number of challenges facing us in the future that we need to consider and plan for now if we are to achieve our goal of anticipating and actively managing Scotland's future success with an ageing population.

These challenges have been identified through analysis of Scotland's current strengths and weaknesses in a number of areas and through consideration of long-term trends and influences that are likely to affect Scotland over the next twenty years. They will require co-ordinated action on the part of Government, of local government and the wider public sector, of health care services and health improvement, of the business sector, of the learning sector, of employers, of the community and voluntary sectors and of families and individuals. Some potential roles and responsibilities of the various sectors in rising to take on these future challenges are explored in greater detail in subsequent chapters.





Government

Scotland's ageing population will affect almost every aspect of life in Scotland. Government alone cannot capture the immense breadth of possibility. Nor can we specify the precise details of how partners might work to achieve our collective aspiration for Scotland. On the other hand, Government has a crucial role to play in leading and assisting the contribution of all partners taking Scotland forward into the future. Since the demographic shift is long-term and applies across all aspects of policy and delivery, it is vital that policy-making should be both futures-focused and joined-up. It must be informed by the best available evidence and ensure co-ordinated delivery of services through strong partnerships. The demographic opportunity will be a powerful driver of change in Scotland's governance and lead to wide-ranging reforms of public services.

Some of the challenges are more fundamental. The task of defining an overall strategy for Scotland with an ageing population is huge. We must fulfil our responsibilities to meet the needs and demands of older people today, but we must also consider Scotland's long term future and the needs and aspirations of the whole population. Because of that, we intend to develop our strategic approach on a step by step basis, through continued dialogue, observation, identification and analysis of long-term trends and robust examination of evidence. This is an important step on that journey but it is only a beginning.

We shall have to face and overcome the challenge of describing the most effective balance between the respective roles of the state, of communities and of individuals in determining, planning and providing appropriate, timely support for families and individuals with identified needs, and we will need to reconcile this with the challenge of making sure that this is an affordable reality for all. Government at every level will require to work cohesively to put in place a work and pensions system that supports people in contributing throughout their lives in ways that suit the aspirations and abilities of individuals.

Government also has a stakeholder or customer role in funding and regulating the public sector. Funding will increasingly require to be aligned to achievement of strategic outcomes for an ageing population working in partnership with local government, the NHS and with the voluntary and community sectors. The private sector will also continue to be a powerful influence and partner.

Preparing for an Ageing Population: Future Challenges for Government, the Public Sector and Public Services

In the face of these challenges, government in Scotland will continue to demonstrate strong leadership, stepping in to underwrite risks in testing new thinking, sharing new learning and putting new ideas into practice. We shall have to learn as we go, reviewing and adapting our approaches as necessary and remaining open to new learning as other countries across the world also position themselves to adapt to similar demographic shifts. But we will lead a partnership of all of those who will need to act in order to deliver the kind of future that we want.



Challenges for Government

- Leading the debate and communicating the issues based on robust evidence and analysis
- Fleshing out an overall national strategy and striking the right balance between the roles of the State, the community and the individual
- Working effectively with local, UK and EU Governments and partners in every sector and setting of Scottish society to ensure cohesive policies with co-ordinated delivery
- Developing and supporting innovative approaches

Local Government, Public Sector organisations and Public Services

Local Government manages the development and delivery of local strategies tailored to the needs of local populations, and developed through local processes. Given their powers and responsibilities, local authorities will play a key role in shaping Scotland's future environment.

Local authorities will need to take account of local demographics to ensure appropriate and affordable services for local communities. Community planning will help manage the process to realise opportunities and remove barriers to change. Major planning decisions taken now will have to provide solutions that will remain relevant to the needs of local populations over the longer-term.

Public sector organisations need to act now to develop their long-term strategic and corporate roles. They too will have to take account of the ageing demographic in Scotland. Public service reform provides the setting and context for this process of development. The future challenge for the public sector lies in managing its contribution to Scotland's future development while adapting institutions developed during a different period of history. Without addressing the longer term challenges, the existing system could become increasingly less fit for purpose.

Older people are not all the same now and they will not be a single group in the future. It will thus be important to keep track of all the influences and drivers of change affecting our population over the longer term. We cannot simply continue to plan on the basis that our past provision will be right for the future. We need to plan now to identify those longer term outcomes that we should all work towards over the next 20 years.

In gathering evidence and consulting on this issue, we identified many examples of local innovation. As we look forward, we must all continue to ensure that innovation is encouraged and supported over the longer term. This will require engagement and dialogue at all levels.

In order to enable the contribution of older people and to deliver the right services in the right ways, local government needs to find ways to engage with people of all ages in all their diversity.

As we look forward to a population with many older people, local government and community sectors stand to gain a great deal from skilled and experienced individuals with time and skill to contribute to all aspects of local community life. The challenge now is to ensure that there are no unnecessary barriers to enable their full and rich contribution at every level.

The Scottish Executive will work with the public sector, including local authorities, in planning for and securing the benefits of demographic change.



Preparing for an Ageing Population: Future Challenges for Government, the Public Sector and Public Services

The Scottish Executive expects local authorities to work with their community planning partners to build on existing good practice to plan, develop and deliver age friendly services with the active involvement of, and engagement with, older people. The Scottish Executive will work with the public and voluntary sectors to support that involvement.

Challenges for Local Government, public sector organisations and public services

- Building local democracy through effective engagement with local communities
- Working in partnership to examine and build the contributions of all relevant partners to Scotland's future
- Developing long term outcomes and community plans that can adapt to the shifting demographic
- Understanding and removing barriers to future success
- Delivering excellent services now while planning for the longer term

Where we are starting from:

The Development of Quality Public Services

Public services will play an important part in releasing the potential of Scotland's older people, and of supporting them in the lives they want to lead. Increasingly, such services will be expected to plan for and respond to the diverse needs of this growing segment of the population.

The First Minister has set out the five fundamental principles of reform: personalisation, quality and innovation, efficiency and productivity, joining up, and accountability.

These principles align closely with the key themes that emerge in research on effective public services such as choice, individualised services, high quality, integration, accessibility and information provision. Whilst important for all age groups, it is likely

that they will acquire increasing importance in the context of an ageing population. The literature makes it clear that the baby boomers are and will continue to be more assertive than any other generation in demanding quality services, and that this assertiveness will, over the coming decades have profound implications for how public services are organised (Gillinson *et al.*, 2004). Such rising expectations, coupled with the fact that people are living longer, add to the impetus for public service reform.

Services are already being reformed and many good examples are currently under way. However much effort is still required if Scotland as a whole is to benefit from the generalisation of its current good practice.

What we heard from the consultation:

Consultation responses revealed that the five most important types of services for older people were: health services; help in the home; transport services; support for specific groups; and care services.

Respondents felt that in order for services to work well they must be available when needed and delivered by well-trained staff. Good communication was seen as key to services working well together, and partnership working between different services and organisations was also identified as an important element in the effective and efficient delivery of services. Consultation with people who use services was seen as the main way in which services could develop to meet the needs of those they serve. Good services were recognised as important in people staying able to exercise control and choice over their own lives.

The need for culturally appropriate services that pay more attention to the religious and cultural needs of minority ethnic groups, including recognising and addressing the communication barriers they may face, was an issue raised in particular by respondents among the Asian community.

Preparing for an Ageing Population: Future Challenges for Government, the Public Sector and Public Services

The discussion document *Transforming Public Services – The Next Phase of Reform*, (Scottish Executive, 2006g) is based around the 5 key principles of reform set out in the policy context above. Since its publication, a dialogue with the public, private and voluntary sectors and with service users across the range of public services has brought together the different stakeholders and generated innovative ideas. This process continues, through discussion in an adult atmosphere of trust and shared recognition of the value added by public services, and, though sometimes challenging, is driving forward the reform agenda.

The Scottish Executive is interested in exploring the potential of **thematic outcome agreements**. This is a new approach to the funding of services that links funding more directly to the achievement of outcomes, while offering partnerships more flexibility in the way funding is used or some relaxation of existing reporting burdens. We will set aside funding of £2 million in 2007-08 to support suitable proposals.

Community Planning

The overall aim of Community Planning is to improve the delivery of public services in accordance with two key principles: partnership working and community engagement. As Scotland's population ages, and older Scots make increasing use of public services, good Community Planning has much to offer in making sure that locally delivered services meet their needs.

By bringing public sector agencies, the voluntary and private sectors together at local level, Community Planning promotes better integration of public services, shifting the focus of joint working from bilateral relationships between sectors to a local perspective. This requires all partners to respond to the needs of particular neighbourhoods, using as evidence to support the choice of priorities data gathered from service delivery and through wider community engagement. It therefore allows partnerships to build a picture of the priorities for their areas and develop policies and plans based on a robust analysis of local need, and informed by the experience of communities, including older people.

Improved partnership working and communication also allows for overlaps and synergies at local and regional level to be identified, leading to new solutions for joining up service delivery across administrative and geographical boundaries. In some areas, demographic change is a significant challenge, for example in rural areas where recruiting public service workers in the future to provide services to an ageing population will present real challenges. Community Planning Partnerships (CPPs) are working on solutions to these problems, focusing increasingly on outcomes for the area that can be delivered only by working in partnership.

Community Planning is designed to address cross-cutting issues that are not the sole responsibility of a single agency and can provide a framework for highlighting the interests of different groups to those who deliver services in their areas. Research into involving older people in Community Planning in November 2003 found that the issues affecting engagement with older people are the same as those for other groups, though with a slightly different focus (Scottish Executive, 2004b). Many Partnerships are now working towards Communities Scotland's Standards for Community Engagement, which are designed to overcome barriers to engagement and promote good practice.

Community Planning is an ongoing process and is still at a relatively early stage; and community engagement in particular presents significant challenges in terms of capacity and resources, both for delivery agencies and for the communities they serve. Currently, Health and Social Care partnerships often list older people's issues as a priority, but only a limited number of CPPs have specific older persons' representation in the wider partnership – a matter that partnerships will wish to consider in the interests of equality and diversity. Older people are well represented in structures such as Community Councils (where they serve as volunteers) which feed in to decision-making on services that affect the quality of their lives, but again these bodies may not always reflect the diversity of older people in their communities.

Preparing for an Ageing Population: Future Challenges for Government, the Public Sector and Public Services

Models of good practice

A number of examples of good practice have been identified throughout Scotland, where local authorities are working in partnership with older people to involve them in planning and decision-making in service delivery.

Case study: Dumfries and Galloway Older People's Services Development Group

Dumfries and Galloway is a large rural area of Scotland with a rapidly ageing population. Since 2003, its Older People's Services Development Group has provided a formal partnership of older people working together with service providers. The group is a full partner in the formal planning network and has worked to ensure that older people's issues are taken seriously. It has increased the influence older people and their carers have on matters that are important to them, including informing strategic decision-making. Among its other activities, the group collates and disseminates the views of older people and their carers, and strives to improve the quality and standard of life for older people in Dumfries and Galloway.



Case Study: A City for All Ages

A City for All Ages is Edinburgh's Joint Plan for Older People. The Plan is a joint arrangement between The City of Edinburgh Council and its partners in NHS Lothian and the voluntary and commercial sectors. It is about improving opportunities and services for older people, removing discrimination and overcoming barriers. Particular attention has been paid to recognising the diversity of older people through involving all equality strands.

The Older People's Equality Forum has been instrumental in the implementation of the Plan. All of the new initiatives stemming from A City for All Ages have involved older people. That includes membership of steering groups and funding panels, contributing to research methodology, and monitoring the progress of the Plan. It advises the Council and partner organisations on issues concerning older people, and links with groups and forums representing older people across the city.





We want to see a Scotland where everyone contributes to Scottish society, and where people have a voice in decisions made about them. We value the contribution made by older Scots to the business, public and voluntary sectors, and recognise the importance of skills and values passed from one generation to the next. Scotland is a better place when different generations relate to and respond to one another.

Older people want the opportunity to continue to be involved in all areas of life – and the next generation of older people are likely to want to be even more engaged. It follows that, whether in sport and leisure activity, arts and culture, lifelong learning, or using information technology and the internet, age should not be a barrier to participation. We want to see a Scotland where people are encouraged to participate in learning activities, both vocational and for personal development. People should have the chance to learn, irrespective of their background or current personal circumstances. In the long run, we want to see a greater proportion of 50+ adults having up-to-date and relevant skills and qualifications, staying in employment for longer, and therefore being less likely to live in poverty in old age.

Older people play an important role as consumers, stimulating economic growth and improving their quality of life. We want to support and encourage this role, recognising that this is a contribution that everyone, regardless of personal circumstances, makes to Scottish life and communities. Older people also represent a significant potential market and there is evidence that this is not yet fully recognised by all sectors, with opportunities missed as a result.

What we heard from the consultation

Responses to the consultation identified key contributions as follows:

- volunteering in a range of settings;
- sharing their knowledge, experience and skills with others;
- undertaking caring roles for a range of family members including partners and grandchildren, and for others such as neighbours and friends;
- contributing to the economy through employment, and as tax-payers and consumers.

Another key theme which emerged under the area of contribution was the importance of encouraging and improving inter-generational relationships with an emphasis on

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fostering respect and improving understanding between older and younger generations.

It must be recognised however, that there can be challenges and barriers in certain areas that prevent older people from making as full a contribution as they are able to. We want to ensure that older people can continue to lead fulfilling lives and we want to work with others to ensure that barriers are identified and removed. We explore below the substantial and diverse contribution that older people can and do make to Scottish society; discussing the challenges and barriers that can exist in some areas and the actions that we are already taking to overcome these. These discussions are followed by consideration of some future challenges for key sectors in planning and preparing for an ageing population in the longer term.

Working Lives

“This new generation of ageing boomers seems poised to swap that old dream of the freedom from work for a new one built around the freedom to work - in new ways, on new terms, to new ends.” Marc Freedman, Washington Post, February 6, 2005.

We want to see a Scotland where age is not used to define or make assumptions about the role, value or potential of an individual. This includes ensuring that people aged over 50 are enabled to work for as long as they want or need to, and in the ways that suit them best. Retaining people who wish to remain longer in the workforce will bring benefits for individuals, families, communities, employers and the economy. People who are forced out of work early report isolation and loss of self esteem, while retaining people in the workplace for longer helps to minimise poverty in later life. Often people leave work because of a lack of options that allow them to fit in work around caring responsibilities or variable health; and sometimes their skills are not up to date, or the opportunities to improve them limited or unsuitable. It follows

that retaining people in the workforce until they choose to retire will require flexible approaches to employment, training and retirement and above all the recognition that it is the ability to do the job or to re-skill that matters; not chronological age.

Responses to the consultation revealed a range of issues relating to employment and working in later life, notably:

- Age discrimination in the workplace was seen as a barrier to continuing to work;
- There was a need to encourage employers to adopt different attitudes towards recruiting and retaining older workers;
- More flexible working arrangements would enable more people to remain in employment;
- Lack of flexibility around retirement ages was a barrier to continuing employment.

In addition, a number of factors can be identified which particularly disadvantage older women in the labour market and subsequently impact on pensioner income:

- Higher incidence of part time working, with lower hourly earnings, progression, terms and conditions;
- Broken career patterns due to more caring responsibilities;
- Lower life-time earnings;
- Concentration in low paid sectors of the economy.

Flexible Working Arrangements

Lack of flexibility was identified by many people in the consultation as a barrier for people who want to take up work or to continue working. People may want to work fewer hours, or change the kind of work they do, for example to undertake less physically demanding work; and they may want or need to retrain to keep pace with developments. Flexible working can benefit both workers and employers, as the examples below demonstrate.

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One of the main reasons for older workers, especially women, seeking flexibility is the need to balance employment with caring responsibilities. Older people can be involved in a range of caring responsibilities, and many carers do not wish to give up work, or are unable to because of financial necessity. Employers may feel that carers should leave work if they are unable to balance employment with caring; and once older carers have left the labour market it can be very difficult for them to re-enter it once their caring responsibilities change or come to an end. It has been estimated that, over the course of a year, a medium-sized employer is likely to have six people with caring responsibilities (of 20 or more hours a week), and that nine are likely to start and seven to cease having caring responsibilities, (Howard, 2005). It is therefore essential that employment policies and practices recognise the needs of carers; and that flexible options are provided to allow carers to balance their multiple needs and responsibilities.

From April 2007 existing UK legislation on flexible working is extended to allow carers of adults the right to request flexible working, with a duty on employers to consider such requests seriously and only reject them for good business reasons.

Increasing flexibility and the removal of barriers to work in later life can offer businesses significant benefits in terms of staff retention, which keeps experience and expertise in the organisation at the same time as reducing recruitment costs. An increasing number of Scottish employers are now benefiting from changing work practices in this way.

Case Study: Advance appointment scheme

An advance appointment scheme was introduced to the NHS on 5 July 2006. This makes the skills of consultants who are about to retire available to assist Specialist Registrar grade doctors in the transition to a consultant position. A key aim of the Scheme is to help retain in NHS Scotland higher numbers of Specialist Registrars who have completed their training; and it operates by providing funding to NHS Boards to target consultant posts where the existing consultant is about to retire or leave, and allows a Specialist Registrar to take up a consultant position for a period of up to 6 months whilst the existing consultant is still in post. Thus the new and retiring consultants work together, with the latter able to pass on skills established over many years. It also allows more flexible working arrangements for the retiring consultant as he/she is able to "step down" as they approach retirement. The scheme will be evaluated as the year progresses.

Employment Policy

Employment policy is reserved to the UK Government and is the responsibility of the Department for Work and Pensions (DWP). Training and learning provided in support of employment policies, whether delivering workplace skills or skills aimed at improving employability, is a shared responsibility between the Scottish Executive and DWP. DWP has a national ambition of an 80% employment rate overall, with 1 million more older workers in employment, and has put in place a range of policies to support this ambition. Among these is the reform of incapacity benefit, aimed at helping many people in receipt of Incapacity Benefit (many of whom are over 50) back into the workforce.

The Scottish Executive supports the delivery of effective services to achieve this, and its lifelong learning provision makes a significant contribution. The Framework for Economic Development in Scotland states that "The responsibility to deal with this

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demographic change primarily lies with the private sector, but the Scottish Executive has a role in facilitating the transition to new patterns of work that take account of an ageing workforce, by making sure that people have access to information and learning opportunities” (Scottish Executive, 2004a).

In addition, *Workforce Plus: an Employability Framework for Scotland*, launched in June 2006, aims specifically to improve the employability of all of the population who wish to work (Scottish Executive, 2006h). It will bring greater focus to the development of people’s motivation, confidence and opportunities to work by providing, under local leadership working with businesses, a more rational delivery of services aimed at supporting people into work. These services include not just training and learning, but also others such as health and social care services and regeneration programmes. Implementation of *Workforce Plus* at local level will be heavily focussed on people who have been out of work and claiming benefits for many years, but who want to return to work. Most of these people are over 50, or will become over 50 in the initial timeframe for *Workforce Plus* to achieve its targets by 2010.

Key aims of current policy are to ensure that older people who, for whatever reason, are no longer in the workforce can acquire the skills and support they need to successfully re-enter the job market if they wish; that those in the workforce continue to have access to the training that they may require in order to keep their skills up to date; and that those who may want to make a change in employment direction or pace have the support they need to make such a transition.

We will develop new approaches to encourage and support lower skilled older workers to improve their skills and employability.

Recognising that for some, the wish to remain in the workforce may involve career change, we will work with Careers Scotland to support career decision-making for older people wishing to remain in the workforce.

The Scottish Executive does not seek indiscriminately to keep people in their jobs for longer, but to release the potential of people in the later stages of their working lives by allowing them to fulfil personal ambitions and, at the same time, to make a significant contribution to the country's wider economic, social and cultural life. In seeking this, the Scottish Executive sees advantages both for older workers, who will be able to exercise more choice in later life, and for the Scottish economy as it faces the challenges of demographic change and younger workers become fewer.

The skills and energies of older Scots can contribute in leadership roles too: for example, some may wish to use accumulated savings, entrepreneurial drive and expertise to start a new business. Self employment can become an increasingly significant component of employment as people age, and it provides the flexibility many older workers want.

Enterprise Networks will support older people wishing to set up in business as part of their wide ranging business support activities. In the Scottish Enterprise area this will be through Business Gateway where older people will have access to a range of support services such as access to information, events on how to start a business and advice covering the full range of business activities, for example preparation of a business plan, market research and financial guidance. In Highlands and Islands Enterprise (HIE), business start-up support is accessible through the Local Enterprise Companies.

The Enterprise Networks will monitor levels of older people setting up in business. They will also develop new approaches specifically aimed at older people: for example, Scottish Enterprise will pilot Personal Enterprise Shows with a specific emphasis on people aged over 50.



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Making the most of the potential of older Scots will mean having support available, for example through Careers Scotland and other organisations, to enable people to access the right information, advice and guidance to allow them to make a change of direction. Through initiatives such as Age Positive, and through their own experience, employers increasingly understand and value the benefits of retaining their older workers, possibly in a different capacity, and perhaps by adopting more flexible working practices to allow this to happen. Recent legislation, the Employment Equality (Age) Regulations 2006, makes unjustified discrimination on grounds of age in employment and training unlawful, providing new protection and opportunities for older workers. More widely maximising potential means exploring and maximising the opportunities for older workers to bring their experience to bear, whether in a volunteering role or in some form of consultancy in, for example, mentoring younger workers, or advising small businesses or supporting voluntary organisations.

The Scottish Executive will work with its partners to promote and support the employability of older people. This will include work through the Equality Matters in Business project with small and medium size enterprises to promote the business benefits of employing and retaining older workers.

There is a vast resource of experience and talent in those reaching the later stages of their careers. It is in their interests, and in the interests of the wider community, that they should have the opportunity to stay at work, retire, or change pace or direction as their life circumstances change. But the challenge which this Strategy is determined to address is how properly to respect individuals' wishes at this stage in their lives while at the same time making available to them every opportunity to release for the wider good of the community and the economy all their accumulated skills, expertise and knowledge. Because it is only by making effective use of all of these that the First Minister's vision of our ageing population as an asset to Scotland can be realised.

Case Study: No retirement age

Following the introduction of the Employment Equality (Age) Regulations 2006, the Scottish Executive has introduced a “no retirement age” policy. The Scottish Executive is committed to promoting equality and diversity both for its own staff and within the wider Scottish community and believes that a no retirement age policy helps us in our continued aim to be an exemplar employer within Scotland. By allowing staff to continue in employment as long as they wish subject to the normal rules concerning performance, conduct and attendance, the policy will empower people to make their own choices about working.

The Scottish Executive will, as an exemplar employer, promote best practice in flexible employment; starting with the introduction of its own ‘no retirement age’ policy.

Workplace Health

Health in the workplace is a key part of helping people stay at work, particularly in the older age groups where poor health is more likely to result in people having to stop work against their wishes.

The Executive established the **Scottish Centre for Healthy Working Lives** in 2005, which is seen as pioneering in its role for providing focus for workplace health, safety and wellbeing services. The Centre provides confidential Occupational Health Service advice through a website and phone line to all employers and employees, and offers site visits to advise Small and Medium Enterprises.

We have provided financial support for research to improve workplace health with an ageing population through the Centre. This is due to be published in March 2007 and will inform our considerations on future direction.

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The Healthy Working Lives award, previously Scotland's Health at Work (SHAW), recognises the efforts of employers to develop workplace policies that promote health, safety and wellbeing amongst the workforce. Over 40% of Scotland's working population works for an organisation registered by SHAW.

The NHS is piloting a rapid intervention approach for staff in Lanarkshire and Fife to establish the benefits to both employers and employees of helping people to get help earlier and return to work sooner. If this approach is successful it is intended that the service will be rolled out across all Health Boards.

Future Challenges for Employers

Scottish employers will find themselves at the leading edge of change and adaptation. An age diverse workforce can play a full part in Scotland's economic development, driving up productivity, developing a successful knowledge-based and service-based economy and competing effectively. Employers who wish to retain and fully exploit their investment in developing skilled workers should begin now to adapt practices and develop more flexible approaches to working to attract and retain older workers and secure the business benefits they bring.

We need a new concept of work and of workplaces, based on creative thinking and innovative practice. Employers will wish, for example, to accommodate senior managers who wish to move out of or reduce their input to leadership roles, but want to continue within their organisations as mentors or international representatives. These experienced workers have potential as a source of continuity and intellectual capital in companies where the younger workforce may have to adopt a more transient role within a global economy, moving from job to job as their careers progress or in and out of jobs to pursue career or travel breaks.

We need a new concept of working lives. This could be built on innovative approaches like advance financial and health "stock-takes" during working life and longer term planning for phased winding down of full-time work. Opportunities to gain experience

of volunteering could be built in to personal development during working life through sabbaticals and workplace learning. This could help people to plan whether they want to continue in their jobs or to explore volunteering or other paid employment. Individualised life-long learning can make a strong contribution here, helping individuals to develop an adaptable and flexible portfolio of skills for work and leisure, enabling future contribution in a wide range of settings.

We need a new concept of workplace health that acknowledges the economic relevance of investing in the long-term health of employees. This will involve using health promotion and education to minimise the development of preventable disease and the innovative development of workplaces as health-promoting environments. Standards in workplace food should be exemplary and creative strategies are required to encourage regular daily physical activity. Perhaps the greatest challenge for workplace health is in supporting good mental health and well-being; employers will therefore need to be ahead of the field in introducing the latest thinking in positive psychology, building self-esteem and motivation within an emotionally intelligent working environment at every level.

Public sector employers should lead the way. The combined public sector represents Scotland's major employer. This provides an unsurpassed opportunity for the country to benefit from creative planning and investment for the world-class workforce of the future and all public sector organisations should be positioning themselves now to be exemplary employers of an ageing workforce. They will need to consider how best to nurture and develop high skill levels and building opportunities to get the best from increasing numbers of older, experienced workers. At the same time, they will also have to ensure that they can recruit and get the best from younger people in the workforce and respond to a more diverse, transient workforce operating within a global context.

“We live in a society where diversity of background, culture, knowledge and skills should be valued and nurtured. We want a society where people actively engage in their communities, local and national, and learning can enable people to do that. Lifelong learning contributes to the development of society through the achievement of other social goals such as civic participation, sustainable development, improved health and wellbeing, reduced crime and greater social cohesion.”

(Scottish Executive, 2003c).

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Challenges for employers

- Building a new concept of work and of workplaces
- Building a new concept of working lives
- Building a new concept of workplace health, acknowledging its impact on productivity and economic success

Volunteering and the Voluntary Sector

Scotland's older people already contribute to the rich diversity and creativity within Scotland's large and developing voluntary sector. Developments to re-define our concept of work and work-life balance could create significant opportunities for volunteering and increase the participation of highly skilled workers in this sector. Older people have a key role to play in developing the voluntary sector both as volunteers and as strategic leaders.

Older people already make a significant contribution to their communities and to Scottish society by undertaking volunteering across a wide range of activities, for example service giving; campaigning; mutual aid or civic participation. People volunteer formally, usually through an organisation, but also informally by helping a friend or neighbour directly. Although the majority of volunteering takes place in the voluntary sector around 25% of volunteers say they are active in the public sector.

Case Study: Befriending

The Cowal Elderly Befriending Scheme aims to minimise isolation and loneliness for elderly people in Cowal by providing companionship and support. It provides access to a range of social and leisure activities to enable people to remain active in their local community. There are 30 active volunteers, some of whom are young people, supporting 110 frail and isolated older people. Services include one to one befriending, information and advice, social events and activities and volunteering opportunities.

Volunteering brings many benefits, not only to recipients of the service provided but also to older people as volunteers. For some people volunteering is an effective route back into employment. For others it is an end in itself. In either case, through enabling people to continue active participation in society and contribute in ways that interest them, volunteering benefits the physical and mental wellbeing of older volunteers, enhancing self-esteem, giving a sense of purpose and enabling them to maintain or develop social networks. Older people can also act as role models, for example in sport, where as well as participating themselves, they can fulfil a promotional and stimulating role in encouraging young people and their parents to make a commitment to sport. The Olympics in 2012 and our campaign for the Commonwealth Games in Glasgow in 2014 will provide wide opportunities to celebrate active and strong communities - as well as sport. Both events will need the support of large numbers of volunteers who will come from every age group and walk of life.

Volunteering by older people also has significant economic value. Data from the 2005 Scottish Household Survey suggests that 48% of all volunteering in Scotland is undertaken by those in the 50+ age group, representing 65 million hours out of a Scottish total of 135 million (Scottish Executive, 2006e). This is equivalent to 34,000 full-time jobs, and amounts to a value of between £467 million and £564 million.

However, would-be volunteers can face barriers to undertaking volunteering activity. Many older people do not appreciate that they could volunteer or have a role to play; people may have concerns about regulations; about expenses; or about the impact of mobility problems or other forms of disability.

The Scottish Executive acknowledges these difficulties, and is taking forward its Volunteering Strategy (Scottish Executive, 2004d) with a wide range of partners, such as Volunteer Development Scotland, local volunteer centres and volunteer engagers. This includes developing flexible approaches to volunteering, so that older people are enabled and supported to volunteer for as long as they want in ways that suit them best.

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The Scottish Executive also provides support to Community Service Volunteers to run the Retired and Senior Volunteer Programme (RSVP) which promotes 50+ volunteering in a wide range of projects across schools, health and social care settings, heritage and the environment. The RSVP also conducts the administration of the National Forum on Older Volunteering in Scotland. This Forum meets quarterly and provides a platform for organisations to exchange information on policy and practice related to volunteering by older people in Scotland. The Scottish Executive has welcomed the report “A Vital Resource - A Strategy for Older Volunteering in Scotland”, produced by the National Forum in 2006 (National Forum on Older Volunteering, 2006).

It is important to ensure that older people can readily access accurate and comprehensive information about volunteering opportunities and impartial advice on which of those opportunities are most suitable to them. The Scottish Executive funds a national network of volunteer centres to provide this service to older people and the rest of the population. Older people can get face to face advice at their local volunteer centre but can also access the information online at www.volunteerscotland.org.uk.

There may also be more that employers can do: by incorporating opportunities for their workers to volunteer as a transition to retirement, or as a part of a partial retirement which combines the opportunity to volunteer with part-time paid employment.

The role of older people in volunteering is substantial. We provide support as described above, but we believe it is essential that organisations involved with volunteering consider how they can make the most of the potential contribution of older people and work to identify and remove barriers and promote good practice.

Future Actions: Volunteering

Project Scotland will drive engagement between generations by creating increased opportunities for volunteer mentors and strengthened partnerships with voluntary organisations that serve and are served by older people.

The Scottish Executive will invite applications for funding from consortia of voluntary organisations for pilot projects which assist closer working between older and younger volunteers.

Volunteer Development Scotland will extend the MV Awards (formerly Millennium Volunteer Awards) to include awards for older people who have contributed particularly to inter-generational volunteering.

The Scottish Executive will mount a seminar in autumn 2007 in its series advancing the Vision for the Voluntary Sector to explore opportunities for volunteer organisations in Scotland to bring older and younger people together.

We will work to take forward the community-led approach to intergenerational volunteering pioneered through the work of the Peebles Youth Trust. We will do this by supporting projects elsewhere in Scotland that will test in other settings the learning and methodologies arising from the Peebles project.

Future Challenges for the Voluntary and Community Sectors

We want to develop a new concept of community as older people begin to constitute the majority of local populations and more people live alone. The increased number of older people have the potential to create a growing level of skill and commitment in the community and increased scope to develop intergenerational working.

Improving Opportunities and Removing Barriers

Community sectors could increasingly be led by, and develop agendas for, an older population as it expands. The challenge for these sectors will not be so much in understanding and meeting the needs of older people in communities, but in building resilience and self-sufficiency in the older population while still taking account of the needs of a smaller number of younger people who may be more likely to engage on single issues.

Challenges for the voluntary and community sectors

- Driving and managing unprecedented opportunity for engagement and expansion
- Removing barriers and building capacity within communities to benefit from expanding numbers of potential contributors among the older population
- Building resilience and self-sufficiency among the older population
- Ensuring that younger people are not marginalised

The Silver Economy

There are more retired people with a good income now than ever before; with people more likely to have occupational pensions and more likely to inherit from their parents than in previous decades. It is estimated that 80% of the UK's wealth is owned by people aged over 50. Recent research has shown that 64 to 74 year olds give more financial support to their adult children than they receive from them, overturning again the notion that older people are by definition dependent on the young.

Increasingly, there is recognition by business of the opportunities for economic growth this wealth distribution represents; it is a market with needs to be met. The traditional market for products and services for the frail elderly will remain but, with the increasing numbers of active and affluent older people, new sectors will grow as the needs and wants of the wider group require to be met.

The Scottish Executive in partnership with the business sector and our Enterprise Agencies and Networks will support and grow the Silver Economy. For example, through Equality Matters in Business, the economic potential of an ageing population will be promoted to small and medium sized enterprises.

Future Challenges for the Business Sector

The private sector plays a key role in Scotland's wealth creation, and the ageing population provides new opportunities for new product development to meet the needs and aspirations of older people.

Innovative companies will need to do more than simply develop products and services for a stereotyped idea of dependent older people. The over 50s are internationally increasingly recognised as a hugely significant and previously under-recognised market. Companies need to think creatively and strategically, including:

- developing new financial products to help older people make the most of continuing work, business, volunteering, enjoying leisure or taking up other opportunities;
- designing new techniques to help individuals appraise their options while still in the workforce or at the point of shifting from full-time commitment to a single employer;
- developing and marketing new training and learning packages to enable people to deal with changing, or new, jobs; and
- developing innovation in the construction industries to design an adaptable built environment for the future.

Companies in the knowledge and service-based economies will need to take account of an ageing Scottish and international customer base to boost their global competitiveness. Travel, leisure and recreation industries will have to ensure that they offer compelling and competitive services to an ageing population with more free-time, while also building brand loyalty with new, younger, customers.

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We will want to promote and support greater entrepreneurial activity among older people to help us develop the creative and flexible solutions needed to ensure that we manage and benefit from an ageing population. We will wish to move now to eliminate bureaucracy and ensure that there are no barriers to prevent older people from accessing venture capital to allow older, skilled workers to take their leadership and marketing skills into private enterprises and consultancies or to start their own businesses.

Older people provide significant support to their local economies and communities through spending money locally on goods and services particularly in rural areas. They should expect to have access to diverse and competitive ranges regardless of where they live in Scotland. To fully exploit this potential will require input from the Scottish Executive's strategic function in enterprise and life-long learning. Our enterprise agencies and networks will also need to examine in detail the incentives and support needed to grow this "silver" economic potential in Scotland.

Challenges for the private sector

- Understanding and developing Scotland's "Silver Economy" and developing innovative and appropriate products and services for the future
- Developing a business culture that embraces entrepreneurship regardless of age
- Contributing to the global economy and to the development of thriving local economies

Carers

Most people who need care are cared for mainly by members of their family, friends or neighbours. In fact, in Britain today, around two-thirds of care provided to older people still comes from the family and the evidence shows that those who care for their



spouse or partner tend to be older people. Carers provide health and social care and play a vital social and economic role in society. It is essential that this contribution is adequately recognised and supported.

Demographic changes will also influence intergenerational relationships and the caring roles undertaken by older people. A major trend in the changing patterns of family structures is the emergence of 'beanpole families' (Harper, 2003), in which the relationship between grandparents and grandchildren becomes increasingly important, with many grandparents supporting their own working children by providing childcare. Having multiple roles, such as caring for children and parents while also working, is also becoming more common, potentially affecting 18% of women and 11% of men over their working life (Howard, 2005). There are of course particular issues relating to carers who are also in employment, primarily their need for flexible working practices, and this is discussed in the next chapter.

Unpaid care is likely to grow in importance as people live longer and receive more care at home. The increasing number of frail older people underlines the importance of supporting carers and providing them with the information and support they need to help them cope and protect their own health.

Older people make an immense contribution by providing care for other people. The *Care 21 Report: the Future of Unpaid Care in Scotland* (Scottish Executive, 2005b) was commissioned by the Scottish Executive to pull together thinking on how the situation for unpaid carers can be improved in Scotland, and to make recommendations on how this can be achieved. The Executive's response (Scottish Executive, 2006f) sets out a challenging long-term policy agenda to improve support for unpaid carers, with actions against almost every recommendation, including the 4 priority areas of respite, young carers, carer training and carer health.



Improving Opportunities and Removing Barriers

A Respite Task group is already developing new strategic guidance to improve quality and accessibility of respite; and has been gathering evidence to assist with consideration of decisions about provision in the Spending Review. Following new incentives to GPs and guidance to NHS Boards, both are putting in place systems to identify carers, and help ensure they can access the information and support they need to manage their caring role.

The Scottish Executive will remain committed to working with carers as key partners in providing care. Those Care 21 Report recommendations with significant resource implications will be considered in the next Scottish Executive Spending Review in 2007.

Arts and Culture

Leisure time opportunities are greatly valued by older people, as is the kind of social interaction that engagement in cultural activity can bring. Other benefits, such as physical activity and general well-being – not forgetting pure enjoyment – can result from many different kinds of cultural participation.

The Scottish Executive's national cultural agencies (the Scottish Arts Council, Scottish Screen, the National Library of Scotland, the National Galleries of Scotland and the National Museums of Scotland) together with **sportscotland** recognise the importance of Scotland's diverse population. In future years, these agencies will wish to take steps to ensure that their work fully includes Scotland's older people in all their diversity. For example, the new arts development agency, Creative Scotland, will be asked to develop national guidance on inclusive audience development practice, and one particular area of focus will be older people.

Older people can experience barriers of various kinds in participating in arts and culture. Recent research into the attendance of arts activities amongst those aged 65+ showed that only half (52%) had attended an event within the last 12 months, compared with 75% of Scots adults generally (Scottish Arts Council, 2005).



“Scotland’s Culture”, the new cultural policy statement launched by Ministers in January 2006, (Scottish Executive, 2006d) announced a new legal duty for local authorities to provide cultural entitlements for all citizens in their areas, making culture more accessible to everyone. To help local authorities prepare for this new duty, the Scottish Executive is launching a series of locally hosted Pathfinder projects which will explore and test how cultural entitlements will work in practice. A number of the selected Pathfinders have older people as either the main focus as one of the key groups involved.

This inclusive approach is central to our cultural strategy over the coming years and is intended progressively to secure the inclusion of all ages.

Case Study: Older Learners and the Arts

A new Scottish Adult Learning Partnership project – Older Learners and the Arts (OLA) – focuses on promoting wellbeing and employability among older people through the arts. It will target over 50s, specifically those who are unemployed, moving on from or involved with caring responsibilities, lone parents, people with learning disabilities, ethnic minorities and people who have not been learning for some time to encourage their participation in the arts.

Digital Inclusion and Technology

Our world is increasingly rich in information technology; already people have seen their working and leisure activities transformed by computers, mobile phones, the internet and multi-channel television; and faster, cheaper innovations are inevitable. With some exceptions, however, the benefits of this technological revolution have only reached certain parts of society. The difference between those who are able to participate in and benefit from the growing knowledge society in which we live and those who are not, is referred to as the “Digital Divide” and Digital Inclusion is defined as social inclusion in the knowledge and information society. We are committed to making Scotland a

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digitally inclusive society in order to benefit the population as a whole; however this will only be possible through a collaborative approach between the public, private and voluntary sectors.

In 2001, the Scottish Executive launched the Digital Inclusion Strategy “Connecting Scotland’s People” (Scottish Executive, 2001), which together with accompanying initiatives was designed to contribute to the overarching aim of tackling the issues around the Digital Divide. Its successor the Digital Inclusion Strategy 2006 “Digital Inclusion in Partnership”, which was published in December 2006, builds on the findings from those initiatives and will be fully implemented to tackle the Digital Divide.

The public and the private sector need to work together in Information and Communications Technology (ICT) development if the many different accessibility needs of an ageing population are to be met. The growth in the ageing population is a world wide issue and ICT solutions developed to meet this sector’s needs could have the potential of raising commercial opportunities in international markets for Scottish products and services.

Better use of information technology could substantially improve the quality of life of Scotland’s older people. It could, for example, provide social networks for isolated people; wider employment possibilities for those with disabilities; a vast range of new and exciting leisure activities – including ‘virtual exercise groups’ to maintain fitness; remote shopping; access to a wide variety of information for those who are confined to their homes; and systems, such as smart housing and telecare, that will help maintain frailer older people at home.

Such technology can change lives: as a disabled stroke patient said, “With the internet I can travel the world”. There are many ways in which the lives of older Scots could be transformed by the appropriate use of communications and information technology; but, to maximise their impact, technologies must be adapted to cater for the range of physical, sensory and cognitive abilities within an ageing population.

The Scottish Executive has a vision of Scotland where everyone is able to take advantage of technology, and where technology adapts to an ageing population. We are committed to making Scotland a digitally inclusive society. This will require action by individuals, companies, local authorities, and the voluntary sector, as well as the ongoing commitment of the Scottish Executive to its Digital Inclusion Strategy.

Case Study: Angus 50 + IT Project

The Angus 50+ project has used ICT as the engagement and delivery tool to involve the 50+ age group in the development and improvement of services in their local area.

ICT Training has been delivered in small groups in locations where the learners are comfortable, including sheltered housing complexes and day care centres. Courses are tailored to meet each learner's needs. This has helped build the confidence of learners and remove the barriers of cost, transport and mobility. Testing and development of a website using inexperienced and frail users has led to enhancements to the site to meet access and usability needs of the older age group. Participants have also been involved in developing a Smartcard with service access and local and national discounts, as well as developing a Health and Wellbeing publication targeted at the over 50 age group. Involvement of the over 70 age group has been particularly high, and a number of users with accessibility issues are being supported to learn how to access and use the internet. Benefits other than development of ICT skills have been reported, in terms of increased self confidence as well as benefits from social contact and increased mental stimulation. The Scottish Executive fund the project and a full evaluation will be undertaken on its completion in March 2007.



Improving Opportunities and Removing Barriers

Conclusion

Older people play a valuable role in Scottish society that is not fully recognised. The Scottish Executive wants to see this role supported and enhanced. The role of older people in volunteering is substantial, and it is essential that organisations involved with volunteering consider how they can make the most of the potential contribution of older people and work to identify and remove barriers and promote good practice.

We will continue to support lifelong learning through our Lifelong Learning Strategy, and we will continue to work to ensure that our colleges and universities respond to the demands of an ageing population so that appropriate learning and training opportunities are available to people aged 50+.

Older people make an immense contribution by providing care for other people, and we have set out a challenging long-term policy agenda to improve support for unpaid carers.

The Scottish Executive wants to see a society where everyone is able to take advantage of technology, and where technology adapts to an ageing population, and we are committed to making Scotland a digitally inclusive society. This will require action by individuals, companies, local authorities, and the voluntary sector, as well as the ongoing commitment of the Scottish Executive to its Digital Inclusion Strategy.

There are also a number of longer term challenges and opportunities to be considered by employers, by voluntary and community sectors, by the learning sector and by the business sector to maximise the benefits and opportunities presented by an ageing population.

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Forging Links Between the Generations

Links between generations in a whole range of ways have tremendous potential benefit for all involved. Younger people can benefit from learning from an older generation, skills can be passed on and experience shared. Older people can benefit by having a greater role in society, by being valued more, and by new learning and experiences and greater involvement. Respondents to the consultation on the Strategy recognised that this was a critically important area in their own lives, and that effective links led to mutual respect, increased understanding and valuing what those of different ages have to offer.

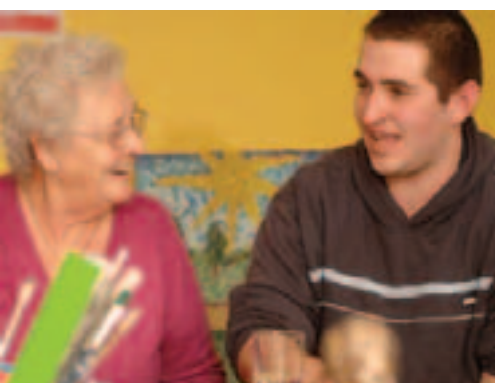
Case Study: The Gaelic tradition

Within the Gaelic tradition there are many examples of initiatives which seek to establish links between the old and the young and provide opportunities for traditions to be passed on. This is a prominent emphasis within Gaelic development and the transmission of songs and stories to younger generations is an ongoing theme within this community. A number of groups have a particular interest in this area; groups such as Feisean nan Gaidheal, Proiseact nan Ealan, Tobar an Dualchais and An Comunn Gaidhealach. They contribute to this in the promotion of traditional songs, storytelling and poetry which have been within Gaelic communities and families for many generations. In addition, in certain areas of the Highlands and Hebrides there is a strong network of Comann Eachdraidh or local history societies which have a key role to play in the preservation of local traditions and making them available for younger generations.

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Case Study: When I Was Your Age Too

'When I Was Your Age Too' is an initiative set up by Strathclyde Police in Renfrewshire and Inverclyde, with the aim of breaking down barriers between young and old, and reducing the fear of crime. The project has been developed in conjunction with Reid Kerr College and Help the Aged, and supported by Renfrewshire and Inverclyde Council's Education and Social Work departments, and local Elderly Forum Groups. It began with a series of road shows that used the power of drama to show that older and younger people faced many similar issues. The next phase is the establishment of an Intergenerational Council to drive further initiatives to improve communication, understanding and trust between the age groups, under the guidance of a project worker.



Volunteering is one important way in which younger and older people can come together to learn more about each others lives, and to develop a better understanding of each others hopes, fears and aspirations – in short, a chance to get to know one another and a chance to encourage co-operation, trust and respect between generations. Intergenerational work of this kind also has the potential to deliver real outcomes in changing individuals' circumstances and improving their life chances: from transforming the educational achievements of young people in schools by helping out with those who face particular challenges; to turning around opportunities for those who have left school and are not in education, employment or training; helping improve the quality of life of those with mental health problems; enabling older people to learn more about ICT from younger people, or helping individuals get through difficult transitions.

Case Study

The Big Lottery Fund programme *Supporting 21st Century Life* includes an objective of trying to bring generations together and supports projects with this aim.

Older people are evident in schools across Scotland and have added a new dimension to the classroom by enriching the learning experiences of children and young people. Many of these relationships have been developed and encouraged through contacts with the local community and families and organisations such as RSVP. **Schools across Scotland will continue to be encouraged to build and develop ongoing relationships with older people.**

Better relationships between generations are also recognised as a component of good community safety, and many police authorities have developed local intergenerational schemes to promote better understanding between generations.

Much intergenerational work has been developed at a local level in response to local needs and circumstances. This often happens best as part of community development and can build from good practice already evident in Scotland in areas such as traditional music and storytelling, or within faith groups where one generation passes on traditions and learning to the next. This is to be welcomed. The Scottish Executive believes that many areas and projects could benefit from the sharing of such experience and best practice.

We believe that better links between the generations are at the heart of a successful Strategy.

We therefore intend to establish a *Scottish Centre for Intergenerational Practice* which will identify, publicise and promote best practice in intergenerational work. It will also

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encourage training and the sharing of skills, and will work collaboratively with all relevant professionals and practitioners.

In addition

- We will encourage local authorities to work with schools and the new Parent Councils (from August 2007) to help identify the role that parents, grandparents and others, such as older adults in general, can play in supporting the school. This could cover parent councils, volunteering in schools and taking part in the general life of the school.
- We will include material on engaging with the community and considering the contribution grandparents and older adults can make to the life of the school in the welcome pack for members of Parent Councils. This will support them with their function to promote contact between the school, pupils and parents, and the wider community.
- We will commission Learning Teaching Scotland (LTS) to hold an event to showcase the contribution older people can make to young people's learning and the ethos of schools.
- We will commission LTS to include examples of good intergenerational working in the illustrations of good practice for A Curriculum for Excellence.
- In building the new curriculum, we will take into account the benefits of using the ideas, skills and experience of older people as a source of enrichment for teaching and learning.
- We will promote the interaction between organisations working with older and younger people as part of our Youth Work Strategy, so as to ensure the benefits of older volunteers and workers acting as role models, coaches, instructors and mentors within youth work projects.

- **We will build on the existing work of voluntary sector organisations who offer emotional and practical support to vulnerable parents in their community by looking for opportunities to use the experience and knowledge of older people in this work.**
- **Volunteer Development Scotland will extend the MV Awards (formerly Millennium Volunteer Awards) to include awards for older people who have contributed particularly to intergenerational volunteering.**

Grandparents

The Executive recognises the key role that grandparents play in supporting families with young children. The first report from the Growing up in Scotland survey shows that, in the families included in the project, grandparents were the single most common type of childcare provider being used. Two-thirds of families with babies and half of families with toddlers used the child's grandparents for regular childcare. They have a particularly important role in families in the most deprived areas. Grandparents are also a key source of advice and support in families (Scottish Executive, 2007a). The Executive will consider further how grandparents and other informal child carers can be better supported.

We have consulted on a range of issues that affect grandparents who care full time for grandchildren in the consultation on a *National Fostering and Kinship Care Strategy* that issued in December last year; the consultation period ended on 16 February 2007 and responses are currently being analysed.





The Scottish Executive wishes to see a Scotland which has increased healthy life expectancy. In other words, as life expectancy increases, we want to see an increasing proportion of those extra years lived in health and independence. We also want to see a Scotland where people are enabled to manage long term health conditions, and receive the care and support they need.

It must be stressed that for the great majority of the "younger old", life is likely to be healthy and active, and may be so well into the eighth and ninth decades, with a proportion of even the oldest enjoying good physical and mental health and remaining active in their communities. That is what we would hope for ourselves, and what Scotland as a nation must work towards, while at the same time ensuring that all those in need of health and social care in later life have access to it, at home or as near home as possible.

Improving health in middle age and beyond is an achievable goal, but the clustering of health problems towards the end of life remains a biological fact. Older people are more likely to suffer from non-communicable illnesses – examples being arthritis, diabetes, cardiovascular disease, stroke disease and dementia. Some such long-term conditions can to some extent be deferred or minimised in their impact by healthy lifestyles and good preventive interventions, but caring for people with them will undoubtedly be the main task of Scotland's health and social care systems in the future.

Scotland faces the real challenge of poor diet, obesity, diabetes, alcohol related harm, and mental health problems. We are taking a robust approach to tackling these public health problems, and in the long run we want to see a Scotland which has increased healthy life expectancy, where older people are confident and capable, and where people report good mental health and well-being.

The following key points were identified in responses to the consultation:

The key ingredients for good mental and physical health in later life were seen as physical activity, diet, support from family and friends, mental stimulation and security. For many, the elements of good health are interlinked. Most people recognised that their health and well-being was about far more than the NHS and their access to it, and they acknowledged that healthy lifestyles mattered a great deal.

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However, many respondents noted that their behaviour did not reflect such knowledge, and only a few regarded themselves as actively preparing for a healthy old age.

A wide range of services and support were identified as being needed to ensure good physical and mental health.

Some respondents also noted that a holistic approach to life is needed, with healthy diet and physical activity from an early age and not just for older people. Additionally, a preventative approach, encouraging good health throughout an individual's life, is important.

Good health and care services were high on the list of priorities, as was the need for advice and information.

Encouragement for older people to participate in, or make use of, available opportunities was seen as important, with good, accessible amenities to allow them to do so.

Opportunities to participate in active leisure and sports should be available and accessible to older people.

Health Care Policy

Significant progress in furthering the interests of older people has been made in the lifetime of the Scottish Parliament. Among its first legislative achievements was the Adults with Incapacity (Scotland) Act 2000, which swept away obscure and ineffective provisions; protected the interests of people with cognitive impairment; facilitated good decision-making about health interventions; and helped their families to ensure their best care.

Building a Health Service Fit for the Future (the Kerr Report), published in May 2005 (Scottish Executive, 2005a), was a thorough review of the future shape of the NHS in Scotland, taking account of demographic pressures, the changing expectations of

patients, improvements in healthcare technology, and workforce legislation and pressures. It signals a move towards preventive care and management of long term conditions as the right approach for the 21st century, reflecting the needs of an older population in particular.

Chapter 4 of the report, *'Changing the Balance of Care'*, is a thoughtful and considered section about the care of older people. It identified three dominant and related issues in the Scottish population's need for health care:

- the growth in the number of older people and in particular the number of relatively frail older people living at home;
- the emergence of chronic disease as the main challenge facing the health service;
- the need to tackle avoidable emergency hospital admissions.

In its response to the Kerr report *Delivering for Health* (Scottish Executive, 2005c), the Scottish Executive recognized these challenges and set out a new vision for service delivery, based on:

- a fundamental shift in the way the NHS works, from an acute, hospital-driven service to one that is community based;
- a focus on meeting the twin challenges of an ageing population and the rising incidence of long-term conditions;
- a concentration on preventing ill-health and treating people faster and closer to home;
- a determination to develop responses that are proactive, modern, safe and embedded in communities.

These developments are a practical response to radically changing circumstances and their implementation will "future-proof" Scotland's NHS for the benefit of all, not just its older citizens. The maxim is that if we get it right for older people, we will get it right for everyone. Older people will have the necessary access to acute care and high technology interventions when they need them, while far more in the way of support and relatively simple health care interventions will be available to them at or near home.



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The Scottish Executive has recognized that the main challenge in the health care of an ageing population is that of improving the care of long-term conditions, and strategies for this are being developed and implemented. It is now accepted that the care of frailer older people with continuing health problems should focus on better support for them at home (together with support for carers), early recognition and management at home of new or increasing health problems, and a diminishing use of the "default option" of admission to an acute sector bed; which for the frailest elderly, carries the greatest risks such as acute confusion, hospital acquired infection, loss of function and, in the worst case, loss of home.

The avoidable repeated admissions of older people with longer term conditions require to be addressed, with better care at home (and support for carers) the goal. To achieve this, the Scottish Patients at Risk of Readmission and Admission (SPARRA) initiative was launched in June 2006 to help identify patients who would benefit most from intensive care management at home as a first step towards providing intensive care management in the community to the most vulnerable across Scotland by the end of 2007.

The Framework for Rehabilitation will set out the vision for delivery of rehabilitation services in Scotland. It will provide clear direction for strategic and local co-ordination of all rehabilitation services to ensure a locally-based, patient-focused, integrated, seamless approach to the delivery of services. A key focus of the Framework will be on how to deliver rehabilitation services to older adults.

Palliative Care

Research shows that most people not only wish to remain at home as long as possible; a majority would, if services were available to support them there, prefer to die at home too. Recent developments in palliative care recognize this, and more and more palliative care is now being delivered away from hospices and hospitals. For example, services in Dumfries and Galloway offer

palliative care provided by multi-skilled teams backed up by consultant advice and expertise, and in-patient care if and when required; and succeed in doing so across a far-ranging rural catchment area.

As life expectancy advances, and more and more people live into the eighth, ninth and tenth decades, dying will become increasingly a matter for the old and very old. In this, as in so much else, rising expectations of service provision will be challenging, but good palliative care – with the option of remaining at home for as long as possible – will be an important component of good health care for our ageing population.

Dementia

Unless there are major advances in prevention, the number of people with dementia will double in the next 40 years, and the number of those 85+ with dementia will treble. There are currently 64,000 people with dementia in Scotland, and this is projected to increase to around 82,000 in 2020 and to between 125,000 (Drivers for Change, 2005) and 135,000 by 2040 (Alzheimer Scotland website, October 2006).

Alzheimer Scotland recently launched an awareness-raising leaflet *Good for You, Good for Your Brain* and the Scottish Executive is working with NHS Quality Improvement Scotland to produce an Integrated Care Pathway and accreditation process for dementia care and other main mental health conditions, which will be available in 2007.

In *Delivering for Mental Health*, published in December (Scottish Executive, 2006b), we committed to work with the Dementia Services Development Centre at Stirling University and NHS Forth Valley to undertake a pilot programme in improving dementia services, which will be evaluated in 2008. The Dementia Services Development Centre continues to do research and to provide information, publications and literature reviews on all aspects of dementia.



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“Care is the key. Enablement is the aspiration. Good health care is about caring for people – with the emphasis on ‘people’ – to enable them as much as possible. I am heartened to see that this principle is the lynchpin of *Delivering Care, Enabling Health*.”

Olivia Giles, patient, quoted in the foreword to *Delivering Care, Enabling Health*, (Scottish Executive, 2006a).

Health and social care services will need to ensure they can adapt to meet the needs of increasing numbers of people with dementia.

Ensuring quality of care for older people

People everywhere are rightly concerned about quality of care, whether for themselves or their loved ones. Individuals, irrespective of age, should be treated with respect and dignity and should receive the same quality of care no matter where they live.

Establishment of the Care Commission as the national independent regulator of care services in Scotland has been a major achievement. The Care Commission inspects the quality of care services against the requirements in the Regulation of Care (Scotland) Act, its associated regulations and the National Care Standards which were developed and published by Scottish Ministers.

The key aim of the Commission is to improve the quality of life of older people, and others, by raising the level of care and support individuals receive. The principles underpinning its work are:

- keeping people safe;
- promoting dignity and choice; and
- supporting independence.

The Care Commission's website provides up to date information about registered care services including inspection reports, complaints and enforcement. A new search facility has been added to the website so that anyone looking for a care service can ask for information on services located within a specified area. This will allow an older person looking for a care home to access information on homes within, for example, 5 miles of their own home or that of their family.

The National Care Standards were developed with people who use services, their families and carers, along with staff, professional associations, regulators from health and social care, local authorities, health boards and independent providers. They are user-focussed and describe what each individual person can



expect from the service provider, focussing on the quality of life of the person using the service. The standards are based on the six principles of dignity, privacy, choice, safety, realising potential, equality and diversity. They recognise that services must be accessible and suitable for everyone who needs them, and reflect the strong agreement that the experience of having services is very important and should be positive, and that service users have rights.

As a priority, we will make resources available to ensure that the National Care Standards are well publicised so that people have a clear understanding of what they should expect from Care provision.

In December 2003, the Which? consumer group submitted an informal super-complaint to the Office of Fair Trading (OFT) on the £8 billion UK Care Home Sector, focusing on care home fees, clarity of contracts and state of information channels. The OFT undertook a market study and published a report - "Care Homes for Older People in the UK" in May 2005. The OFT research highlighted the need for ready access to clear and relevant information to help people make decisions about the right care for them at a particularly difficult and stressful time in their lives. The OFT discovered that information was often difficult to access and there were information gaps and a lack of clarity, and recommended that:

The government should establish a central information source or 'one stop shop' for people to get information about care for older people. This could, for example, be an internet site supplemented by a telephone helpline or a one-stop-shop with information about care for older people.

The Scottish Executive noted that, while much of the information is available, it is held in a number of different places which can make it difficult to access. The Scottish Executive accepted the recommendation and agreed to work with existing providers to develop a central information service. Initial scoping has been undertaken and a feasibility study will commence shortly.



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With the care of older people now the main task of the NHS, it is important that clinical research reflects this reality and supports such care by establishing the evidence for best practice. Older people can be disadvantaged because they are excluded from clinical trials on the basis of arbitrary upper age limits, with an estimated 15% of trials excluding them in this way, with obvious consequences for the utility of such research findings in the care of older people (McMurdo, Witham and Gillespie, 2005). The Funders' Forum for Research into Ageing and Older People, which brings together the main Research Councils including the Medical Research Council, is considering this issue. Over time it is expected that this Forum will engage with the research community to improve the quality of ageing research, including the conduct of trials.

In March 2006 the Chief Nursing Officer for Scotland established a new post of Nurse Consultant for Older People in Care Homes in Scotland. The aim is to maximise the quality of life of residents in care homes by enabling, empowering and supporting staff in this sector to deliver high quality, evidence-based care.

The recently established Multi-Agency Inspection of Services for Older People sets out to examine the effectiveness of collaborative working primarily between health, social work and social care services. This work, which was piloted in Tayside in October 2006, has been developed jointly by NHS Quality Improvement Scotland (QIS), the Social Work Inspection Agency and the Care Commission. Inspections will consider the way in which better outcomes for older people are being jointly achieved, for example through speedier assessments; more effective setting up of complex care packages to support people at home; promoting self-care; and reducing delayed discharges from hospital.

Delivering Care, Enabling Health (Scottish Executive, 2006a), sets out the Nursing, Midwifery and Allied Health Professions' (NMAPH) contribution to *Delivering for Health* (Scottish Executive, 2005c). It has an emphasis on the core principles of these professions – caring about people, enabling their self-care skills and protecting

their safety and rights. NMAPHs already make a significant contribution to health services and are key elements in determining the quality of patients' experience. This policy direction and associated implementation plan identifies actions that will enable them to continue as key players in taking forward a progressive health care agenda for all, particularly older people, and to harness their contribution to implementing *Delivering for Health*.

Involving People

Services for older people in Scotland, now and in the future, are likely to perform far better if the views of today's and tomorrow's older people are fully taken into account. In preparing this Strategy, wide consultations with groups and individuals were seen as essential, and proved to be of great value; and, as services evolve over the years to meet the needs of demographic change, the views of users will continue to influence developments.

Patient Focus and Public Involvement (PFPI) mechanisms are in place across NHS Scotland to ensure services where patients, carers and communities are involved in improving the quality of care and in influencing priorities and in planning services. As part of this approach, the Fair for All–Age initiative has been established to support NHS Scotland, to recognise and respond to the specific healthcare issues affecting older and younger people.

Health Improvement

Everyone wants to be healthy in later life, and longer healthy life expectancy will bring benefits not only for the individual but also in reducing the societal consequences of ill-health and increased dependency in later life. Already there is a broad understanding of what must be done. Respondents to the consultation correctly identified factors such as diet, physical activity, drinking and smoking and the importance of activity and social contact in determining health now and in the future. Many, however, recognized that such lifestyle changes were not always easy to achieve.

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Changes are easier for some than for others, and health behaviours such as smoking and drinking that can have serious later-life consequences are strongly related to life circumstances. We have in Scotland a widening gap in terms of life and healthy life expectancy between the most and least affluent, with health-related behaviours such as smoking and poor diet much more prevalent in our most deprived communities. We need to tackle life circumstances, health-related behaviours and health care factors too if we are to narrow the increasing health gap between the affluent elderly and the poor elderly.

So if maximum health gains are to be achieved more widely through people looking after themselves better, for many it will be done best not in isolation but in partnership with health care professionals, both in the positive promotion of good health, and in the management of emerging health care issues. And since health and wellbeing are also influenced by the environment, again with the least affluent the most disadvantaged, the public should be able to influence community planning partners to assess any new initiatives in the community for their impact on the health of the population.

Substantial improvements have already been achieved in Scotland's health, with rising life expectancy and, in recent years, a dramatic fall in premature deaths from diseases such as coronary heart disease (CHD) and stroke. Further improvements are anticipated, and the public health White Paper *Towards a Healthier Scotland* (The Scottish Office, 1999), set targets to halve the death rates between 1995 and 2010 from CHD and stroke in those aged under 75. Progress has been good, and in 2004 the target for CHD was raised to a 60% improvement.

However, there remains in Scotland a midlife cohort of men and women with high levels of heart disease and other long-term health problems. As a result, the next generation of older Scots may be more dependent and more in need of health care than older people in other parts of the UK, so the task of addressing health promotion and disease prevention in the current 40-60 age band is an urgent one.

The Scottish Executive has identified its priority areas for health improvement focused on physical activity (including falls prevention for older people), smoking, alcohol, diet and mental health and well-being. The Scottish Executive takes the mental health and well-being of older people seriously and recognises the rising expectations of the coming generations of older Scots; both for their own experience, and for the quality and accessibility of the support and services they may require. These priorities are discussed in more detail in Annex B.

There are some grounds for optimism. We know that for many of the commonest and potentially most disabling long-term conditions, early identification and good preventive care can prolong healthy life expectancy, and that such interventions may have most to offer in our most deprived communities. This approach, known as *Keep Well*, is being piloted in five Community Health Partnerships in 2006, focusing on 45-64 year olds most at risk of cardiovascular disease, and providing them with effective treatment and services, and regular monitoring and follow-up. Lessons learned will have major implications for NHS service redesign and the future shape of primary care services.

Physical activity

Let's Make Scotland More Active: A Strategy for Physical Activity (Scottish Executive, 2003b) devotes a chapter to the importance of physical activity for adults in later life and makes recommendations to secure the provision of support for physical activity in the community and residential care. Remaining physically active is critical to continued good physical and mental health in older life. It is clear from a wide range of evidence and reviews that physical activity in people in later life is effective in dealing with many health problems as well as providing an opportunity to meet new people and remain mentally active. In particular, physical activity develops and maintains strength, develops and maintains good balance and is effective in preventing and treating depression and mood disorders. Even among frail and very old people, trials show positive results for people who become more active.

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The Executive is working with the Health in Later Life Team at NHS Health Scotland on the delivery of the physical activity work programme; older adults have been identified as a strategic priority. Our plans to promote physical activity for the 55+ age group include the following:

- The provision of support and development to professionals working with older people based on the learning from a training needs analysis.
- Supporting the introduction of the British Heart Foundation and NHS Health Scotland 'Active for Later Life' guidance with dissemination and training, closely linked with the training needs analysis mentioned above.
- Supporting the Falls Prevention Work through a mapping exercise in partnership with NHS Quality Improvement Scotland.
- Supporting the national roll-out of accredited chair-based exercise programme.
- Working with the Care Commission to extend the remit of community of practice to include physical activity (currently nutrition only); an education programme will be developed around physical activity to increase knowledge and skills amongst community dieticians.
- Disseminate and promote lessons learned from innovative local initiatives such as Braveheart, based in Falkirk, which is providing training for peer volunteer mentors working with cardiac rehabilitation patients. Physical activity forms a significant aspect of the peer support.
- Development and delivery of specific interventions designed to promote walking for those in later life, building on the success of Paths to Health.
- Training staff in residential care and similar settings in how to support residents to benefit from physical activity.
- Support community-based prevention of falls programmes.
- Encourage and support more accredited volunteer trainers running exercise groups targeted at adults in later life.
- Better targeting of resources for the most deprived groups and areas, linking exercise and efforts to improve mental health and well-being.

We are working well with our planning and delivery partners, such as NHS Health Scotland, local authorities, Community Health Partnerships and sportscotland to ensure that all health, social care and public services for people in later life include the promotion of physical activity.

Food and Health

The importance of a healthy diet was recognised in the consultation as an important feature of maintaining health and well-being in older years. We want everyone in Scotland to be aware of the health benefits associated with healthy eating. We want to make it easier for people, especially those in low-income areas, to have choice in accessing healthier options for food cooked in the home and meals enjoyed in public places. Older people have particular needs associated with food and diet and we will include a specific section addressing this as part of our developing food and health delivery plan. The plan will look at:

- Preventing poor dietary habits and malnutrition developing through changing life circumstances, such as becoming single and losing structured family meal times;
- New food provision patterns, for example, in supported and sheltered accommodation and in the community, as well as in hospitals and residential care – where we are already developing nutrition and catering standards and best practice guidelines;
- Encouraging the preparation and eating of meals as part of well-being

Future Challenges for health improvement and health care services

Scotland aspires to a situation where the population enjoys an enhanced quality of life and where older people can continue to actively contribute to society for as long as they wish. A healthy population is not only good for the individuals who benefit, it is essential for the economy of the country. We need to continue to take steps to reduce health inequalities and maximize good health. Scotland has had a poor track record in health but is now actively driving forward a multi-sectoral integrated health improvement



Improving and Maintaining the Health and Wellbeing of Older People in Scotland

programme that is beginning to pay off. Smoking is being phased out of our culture through both the legislation preventing smoking in enclosed public places and expanded support for smoking cessation services. Nutrition standards are being set and developed across the public sector and the significance of physical activity in maintaining and improving physical and mental health in people of all ages is increasingly acknowledged. Recent improvements in audiology services are hugely important to older people whose lives can be seriously restricted by hearing problems. Innovative work in anticipatory care is helping us to tackle problems of health inequalities before they become entrenched.

Initiatives such as the new free eye test will also impact particularly on older people. The new NHS eye examination was introduced in Scotland on 1 April 2006. This examination is free to all UK residents and those overseas visitors exempt from NHS charges who receive an NHS eye examination in Scotland. The new examination has been redesigned to be tailored to meet the symptoms and needs of the patient, taking into account their history and symptoms. The new eye examination includes certain set procedures as well as patient specific procedures depending on the patient's age or condition. It may be that not every test or procedure required by a patient can be carried out at the one visit. Under the new service, repeat examinations are also provided free of charge to the patient. The new eye examination allows for the management of a wide range of common conditions in the community and will also significantly reduce inappropriate referrals to secondary care.

Health improvement will need to be the responsibility of all sectors and of everyone in Scotland. We can all help to develop Scotland as a health promoting environment where everyone has access to the information, skills and learning they need to enjoy a healthy, vital life and to reach their older years in good health. Adequate support will be needed for those with poor health or disability to help them live life to their maximum potential. Specialised healthcare services will have to adapt still further. They will need to

focus not only on increasing care and support for older people, but also on developing innovative approaches to service provision for smaller numbers of younger people, who have the same right to the best skills and care.

We can expect that these measures, and the changes we will be making now, will continue to improve healthy life expectancy now and in the future. But it will be the response of us all as communities, families and individuals that will ultimately determine whether future generations of Scots will reap the full benefits of these changes.

Challenges for providers of health improvement and health care

- Educating and encouraging individuals to take more responsibility for their own health
- Understanding, communicating and co-ordinating the necessary contribution of all sectors and settings in improving health
- Making an impact on upstream or disease prevention actions
- Adapting universal health care service provision to anticipate needs and to adjust to the changing demographic

Improving and Maintaining the Health and Wellbeing of Older People in Scotland

Conclusion

Much is happening to benefit the health and well-being of older people in Scotland. Already there have been major gains in life expectancy, and as our population ages there is much more to do. The older people of tomorrow may well take more interest in maintaining healthy lifestyles, with some needing more encouragement and support than others. Developments in leisure and sport that encourage greater participation by older people will pay dividends by promoting activity and hence health. The emphasis in health care will change, with better management of long-term conditions the major goal.

For frailer older people, a major shift in the balance of care, away from sometimes unnecessary acute admission and towards far more supportive care at home, will challenge service providers, but has the potential to meet the aspirations of older people to maintain their independence by staying at home as long as possible. However, the care of older patients will increasingly emerge as the central task of acute health services, in future more centralised but backed up by the wider provision of less specialised services at or nearer home.

Achieving such radical changes in the way services are provided, while at the same time delivering the quality of service expected by a new generation of all the people whose expectations are higher than ever before, will be a considerable challenge to the Scottish Executive and to all our health and social care services. However, considerable progress has been made already and robust policy developments and quality assurance mechanisms point the way ahead.

chapter
5.0



Staying at Home

The vast majority – over 95% – of Scotland's over 65s live at home (General Register Office for Scotland, 2003), with 4% (33,700) in care homes (Scottish Executive, 2004c) and 0.4% (3,200) in long stay hospital care (ISD Scotland), and research has consistently shown that most people want to stay at home as long as possible. To want to spend as much as possible, if not all, of one's life in one's own home is understandable: it maintains privacy, autonomy, and the continuity of social networks; and many people regard loss of home as a bereavement exceeded only by the loss of a spouse. The right services can help people stay at home exercising control and choice over what happens in their lives for as long as possible. In addition to traditional services, direct payments discussed in more detail below can provide additional choice and flexibility for people who need support. Leaving home and entering institutional care, however necessary such a move, is often seen as a regrettable loss of independence and the disruption of previous life and social networks.

The Scottish Executive's policy of Free Personal Care has succeeded in keeping many frail and dependent older people at home as they wish; and although care provision varies across the country, continuing efforts are being made to maximise the equity, quality and effectiveness of such care.

Telecare Services

For many older Scots, family networks are of course available and function very well; and they, together with the wide range of health and social care services currently provided, succeed in supporting even the very frail at home. There is now a growing body of evidence that telecare services provide people with greater safety and security at home, while maintaining independence for longer.

Telecare is not a substitute for existing community provisions in health and social care. However, by using technology in parallel with other forms of care and support it extends their effectiveness, helping people to remain at home who would not otherwise be able to do so.

Case Study: West Lothian Council

West Lothian's goal is to support older people in staying in their homes by considering what infrastructure and services are required to maintain people with a variety of levels of dependency in a community setting. This has meant looking at alternative models of care and at different components of care, such as telecare and telemedicine.

There are now two and a half thousand homes in West Lothian with telecare, where people have a range of monitors in their homes connected to a round-the-clock emergency call and response service. Monitors can include smoke, heat and flood detectors; fall sensors; panic buttons; wandering sensors (which can be used with people with dementia); and medication reminders. Remote door controller systems allow older people to let family and neighbours in and out of the house without the need to go to the door every time. This West Lothian initiative has been credited with reducing the level of delayed discharge, by averting the unnecessary admission of the frailest elderly; and cutting the average length of stay in care homes, by deferring care home admission until the later stages of advancing frailty. It has become clear that success depends as much on the people as it does on the technology. The technology is a useful part of an overall service, adding value and efficiency as services have been re-engineered around it.

The aim now is to make telecare more available across the country. The Scottish Executive's Telecare Development Programme builds on the work in West Lothian with a two-year capital funding programme covering 2006-07 and 2007-08 that will promote and support the development of telecare programmes throughout Scotland.

Direct Payments

Improving access to Direct Payments is a key driver for the Scottish Executive in empowering individuals to take greater control of their care needs, and how these are delivered. Direct Payments are money that Social Work Departments can provide to individuals to buy the support they need to live at home, rather than receiving a community care service from the council. They are not always suitable for everyone, but local authorities in Scotland have a legal duty to offer Direct Payments to eligible individuals, which includes those aged 65+ living at home.

The great benefit of Direct Payments is that they provide individuals who are assessed as needing community care services with the flexibility, choice and control over how their assessed needs are met. The Scottish Executive funds several organisations to promote awareness of Direct Payments nationally, and is assisting with the development of a network of local Direct Payments support organisations so that individuals have easier access to the information and assistance they may need to use Direct Payments. Updated draft policy and practice guidance on Direct Payments is presently out to consultation; revised guidance is expected to issue shortly.



Case Study: Direct Payments

Mr Scott has been on direct payments for 2 years and has a care package of 30 hours per week (17 hours of which is free personal care). He has contracts with five self-employed personal assistants (PAs) and is delighted with the care he receives, emphasising the importance of relationship building between himself and his PAs in order to achieve this. He is able to pay a small pay supplement to PAs from his own resources that has helped with recruitment and retention in the rural area in which he lives. Mr Scott's PAs also offer additional basic health care support. His experience of support from his local direct payments support organisation has been extremely positive. For example, they have been able to respond immediately to problems, have an over 65s representative, and organise Liability Insurance.

Care, Support, Safety and Protection

Safety and Protection

As with any other age group, older people have every right to feel safe and secure in their homes and communities. While older people are far less likely to be victims of most types of crime than are younger age groups, they are more likely to be victims of the fear of crime. And for them the fear of crime is insidious, demoralising, and potentially pervasive in its effect – limiting leisure, social and community activities, and impairing health by preventing simple outdoor exercise like walking and rambling.

Poor health, social exclusion, and physical decline can lead to greater physical vulnerability, and vulnerable older people are more likely to be victims of elder abuse. This can be physical, psychological, sexual, or financial; or it can take the form of neglect. It can be carried out by family members, carers, or professionals – wherever there is an expectation of trust. Older people can also be victims of domestic abuse – either abuse continuing from previous years, or abuse that has begun in later life.

We want to see a Scotland where older people are free from fear, and feel safe going out and about; where they are free from abuse; and where as a result they can play a full part in their communities and in society.

Safety and security concerns were raised by a number of respondents to the consultation. Most responses related to the need for better policing, CCTV, and Neighbourhood Watch schemes to ensure that older people feel safe within their communities. Some respondents also felt that such measures would help to counteract anti-social behaviour, ageism and racism.

Community Safety

Everyone wants to live in safe, strong and attractive communities, and previous sections discuss important aspects of housing, transport and the environment that relate to this. Older people will feel more secure, as will everyone else, in such communities.

Older people are concerned about crime. Effective policing is vital in the detection of crime, and hence making people feel safer by reducing the fear of crime. In “A Partnership for a Better Scotland” (Scottish Executive, 2003a), Scottish Ministers gave a commitment to increase the number of police officers on operational duty in every Scottish force and to improve on the level of overall police numbers. Police officer numbers in Scotland are at record levels with 16,226 at 30 June 2006, which is an increase of over 1,500 since 1999. Over the same time, police support staff numbers have increased significantly, by over 2,000 to 7,249.

The Scottish Executive is working in partnership with the police service to introduce new ways of working; harnessing new technology and easing the bureaucratic burden on officers to increase the time individual officers can spend out in the community. This allows police officers to focus more of their time doing what they do best – preventing and detecting crime and helping to create safer communities.

Operational aspects of policing are of course a matter for Chief Constables – it is they who have to make decisions about how to use the resources which they have at their disposal – and this includes the deployment of police officers to particular duties such as frontline policing. Policing priorities can change from day to day in order to meet competing demands. Whilst it is the case that having more police on the beat can provide greater levels of public reassurance, this has to be balanced against the wider demands of tackling criminal activity and promoting safer communities more generally.

Care, Support, Safety and Protection



Creating safer communities is a complex task that involves contributions from a range of other agencies in addition to the police. Community Safety Partnerships (CSPs) play a vital strategic and co-ordinating role in this. The work of CSPs affects the whole community; however, many community safety issues are particularly important to older people. For example, older people are most at risk from falls/accidents in the home. Older people are also often the backbone of local crime prevention initiatives such as Neighbourhood Watch, and of tenants' and residents' groups who may provide crucial intelligence to the police. They may also be actively involved in intergenerational activities which seek to build bridges between young and old. Many Community Safety Partnerships seek to engage with older members of the community on a regular basis, for example, through dedicated community safety forums.

Tackling antisocial behaviour is a major priority for the Scottish Executive which is why a significant investment of over £120m over 2004-08 has been made available to local agencies to improve the services available to prevent and tackle antisocial behaviour. This underpins the new legal measures introduced by the Antisocial Behaviour (Scotland) Act 2004. New or extended services include antisocial behaviour investigation teams, community wardens, victim and witness support schemes and mediation services. Public information campaigns and Antisocial Behaviour roadshows have sought to put across the message "When you can't ignore it...Don't." These services benefit the whole community including older people.

Elder Abuse

We recognise that some older people may experience abuse which too often remains hidden, with fear of reporting the consequences leading to toleration of abusive behaviour, sometimes with tragic consequences. Those who suffer abuse must be better supported: receiving the protection they need to stop abuse when it is detected or reported; being confident that all interventions will be undertaken sensitively and constructively; and receiving the care and support people need to help them recover from such experiences.

This requires a concerted effort between the statutory agencies with a role in care and protection to better co-ordinate their activities, and improved guidance, education and information to ensure that individuals know what protections they are entitled to, and whom they can approach for assistance whenever it is needed.

Scottish Ministers have decided to legislate to bring about improved protections for adults at risk. The Adult Support and Protection (Scotland) Bill will help to limit abuse by offering greater support and protection to adults of all ages who may be at risk. There are new powers to investigate suspected abuse; carry out an assessment of the person and their circumstances; intervene to manage the risk of abuse; or, in exceptional circumstances, to remove the victim to a temporary place of safety and to exclude the perpetrator. The Bill will also establish local multi-disciplinary Adult Protection Committees to both oversee and co-ordinate the work of various agencies involved in adult protection. Subject to Royal Assent, the Bill is expected to be commenced early in 2008.

Domestic abuse

It is sometimes forgotten that older women too can experience domestic abuse, in some cases continuing for many years. The report "Older Women and Domestic Violence in Scotland" (Scott et al., 2004) raised awareness of this issue and identified barriers and particular issues that older women can face in accessing support. Older women are, for example more likely to be cared for by their abuser, or be his carer. The Scottish Executive's Domestic Abuse National Strategy (Scottish Executive, 2000) aims to ensure that women of all ages who experience domestic abuse receive an effective and appropriate response from the agencies with which they come into contact.

Care, Support, Safety and Protection

Conclusion

The consultation told us clearly that feeling safe and secure is very important to people as they grow older. People want to feel safe in their homes, when they travel, and in their communities as they go about their day to day lives; and they want to feel safe in accessing the range of services that they may need – secure in the knowledge that they will be treated as individuals, given care and support when needed and treated at all times with dignity and respect.

The Scottish Executive will continue to work in partnership with the police service, local authorities, health services and others to ensure that Scotland is a place where all older people, and particularly those who are most vulnerable, can live lives that are free from abuse and from fear and with care and support when that is needed.



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Housing, transport, and the planning of the places we live in are important to us all, and as Scotland's population ages it is important that we get them right for all ages. Services can adapt, but buildings, once constructed, are usually permanent and hard to change or redesign. Buildings – whether homes, shops, health centres or businesses – are physical expressions of a community, and the way people travel within, relate to and use that built environment is critical. Design, accessibility and user-friendliness can have an impact on public health and mental well-being, on the need for transport services, and on crime and community safety. Buildings that are designed to limit emissions of carbon dioxide will limit energy costs, making homes more affordable and businesses cheaper to run. We want to see a Scotland where communities, environments, buildings, homes and transport systems are designed for, and useable by, people of all ages and life stages in safety and confidence.

Very often, getting the built environment right for older people, or for people with impaired mobility, means getting it right for other people too. Dropped kerbs are useful for wheelchair users, and useful too for parents with children in buggies. For people who are on low incomes, and for people for whom transport is difficult, easy access to local facilities brings great advantages. Built environments where people find it easy and pleasant to get out and about can improve health – by encouraging people to walk more – and minimise social isolation. They can also help with public safety – well-populated public spaces are less frightening and less prone to crime. We want to see a Scotland that has communities where people of all ages can mix, and feel safe and secure.

The links that help us interact with our built environment are critical too. Technology is advancing rapidly and has great potential to improve quality of life, particularly for people who are socially isolated or physically impaired. We want to see a Scotland where technology supports and enables older people to live independently for as long as they want to. Transport too links us to our environment and enables personal mobility. As well as planning communities that minimise the need for unnecessary transport, we want to see a Scotland with a transport system that benefits all groups in society.

To get this right, it is important that we move from the tradition of thinking about housing, planning and transport separately, and look at how they relate to each other and how together they can adapt to the needs of an ageing population and enhance the lives not just of older Scots but of all our people.

The Right Infrastructure - Housing, Planning and Transport

What we heard from the consultation

- Well-designed houses built to high standards, and that are safe and secure and equipped for mobility and access, were high on the list of priorities. There were also suggestions for developers to design houses that are flexible to allow for adaptations later in life when needed and that enable people to stay in their own homes and lead an independent life.
- Public transport should be available, accessible and affordable, particularly in rural areas. Again, this issue was not perceived to impact solely on older people but to be an issue for all public transport users.
- The design of communities featured top on the list of important features. There were some calls for communities that encompass a broad range of individuals to help to reduce social isolation for older people.
- The views of users were perceived to be critically important, with calls for effective consultation among, and involvement of, older people in the planning of services and communities.

Ensuring Homes Suitable for an Ageing Population

The Scottish Executive fully recognises the need to provide housing and environments which are accessible, inclusive and supportive for an ageing population, and has already taken a wide range of actions to improve the supply, design and standards of housing for an ageing population; to help older people to 'stay put' for longer in their own homes; and to assist older people to move on when they wish to do so, or when their level of dependency means they require more intensive care and support.

One example is a statutory requirement in the Housing (Scotland) Act 2001 for local authorities to produce Local Housing Strategies which include identifying local unmet need for housing for older people; while planning policies also emphasise the need to provide housing for older people, within the context of a range of provision within mixed communities. We have also ensured that, since 1998 through the 'Housing for Variable Needs' standards, virtually all new subsidised housing is designed and built to meet the needs of most households and to help maximise the time that older people can remain in their homes.

Much is being done to integrate the delivery of assistance and support services for housing for older people. Care and Repair, a service that helps older people living in the private sector in accessing grants and improving their homes, is a sound approach that considers a person's wider needs and assists with access to suitable services. All local authorities are expected to ensure access to Care and Repair services, and we will continue to work to assure the quality and suitability of services.

Statutory agencies are also required to coordinate more effectively with one another. This is the underlying theme of the Joint Future agenda where a single, shared assessment of need should lead to consideration of how best to meet those needs identified, using equipment, adaptations and Telecare alongside other community care and health interventions. Work is underway to promote and improve this.

The Joint Future agenda has already demonstrated the value of promoting whole system thinking around the care and support of older people. Local Health and Social Care Partnerships will also have to demonstrate a commitment to that principle to receive funding under the new telecare grant scheme.

As discussed in Chapter 2, the Scottish Executive is keen to expand on this approach, and explore the potential of thematic outcome agreements focussed around services to older people, as another way of encouraging whole system solutions to meeting the needs and aspirations of older people.

The Right Infrastructure - Housing, Planning and Transport



Older People's Accommodation Choices

A minority of older people may choose through infirmity, isolation or personal preference to leave their family home and move to sheltered or very sheltered housing. 43,000 sheltered or very sheltered houses have been built across all sectors, with 85% of this housing provided by local authorities and Registered Social Landlords. It will be important to ensure that this form of housing, or suitable alternatives, is available and affordable for people who choose to move in future.

The Scottish Executive has commissioned research that will complete in 2007 to make recommendations on how the benefits of sheltered or very sheltered housing can be extended to a larger number of older people. Particular attention will be paid to ensure that provision is made for all minority groups and those in rural areas.

Looking to the longer term, we will build upon these actions and achievements.

We will issue updated guidance to local authorities on future requirements for Local Housing Strategies to ensure that local authorities fully recognise the implications of demographic profiles at local level, and have regard to these when considering local assessments of housing need and planned provision, future housing investment planning and targeting of resources, and how they may more strongly influence private sector housing solutions.

We will assess and test, following research into the future of Sheltered Housing, the feasibility of new options for addressing the varying housing and support needs of older people across all tenures. Taking account of rapid developments in assistive technology, this will include consideration of the long term approach to the future of sheltered housing provision in the social rented sector; the development of individualised floating support packages (for example, concierge services, Telecare and visiting support) for sheltered housing tenants; and the provision of

“sheltered” housing services to the person’s own home (irrespective of housing tenure) through tailored packages of visiting support and care, meal delivery, Telecare, internet access and local social opportunities. We will look with an open mind at experience of other countries for example in co-housing developments.

We will actively explore ways to make the use of ‘equity release’ to fund adaptations and customised housing support packages more attractive and to promote its use. This recognises that many older people, whilst holding considerable amounts of equity in their property, find the cost of repairing or adapting their homes or buying additional support services difficult to afford. We will examine alternative approaches to equity release aimed at assisting older people to undertake maintenance, improvements and adaptations to their homes or to fund support and care services beyond those provided through free personal care.

Planning and Building Standards

The land use planning system has an important role to play in responding to the challenges of demographic change; it is the system through which we shape our communities, and dictates the way in which they will develop. It is the mechanism whereby decisions are made about the location of hospitals, schools, homes and shops, and what they will look like once built. The planning system is there to promote, facilitate and regulate development in the public interest. This development is essential if we are to meet current and future economic, social and environmental challenges, as well as those of an ageing population.

The Right Infrastructure - Housing, Planning and Transport

The Scottish Executive seeks to embed equality into the planning system through its Scottish Planning Policies (SPPs) and Planning Advice Notes (PANs). Policies contained in SPPs and PANs may be material considerations to be taken into account in development plans and in development management processes such as planning applications. For example, SPP 1 on the Planning System states that:

"The planning system should feature as part of an integrated approach to social justice by considering the diverse needs of the local communities in development plan policies", and "In particular attention should be paid to the needs of women, ethnic minorities and vulnerable groups, including children, older people, and those with disabilities, in policy development and decision making processes."

In addition to policy statements, certain PANs provide advice on equality related issues, including those that address the concerns of an ageing population. PAN 78 on Inclusive Design proposes the creation of environments that can be used by everyone – regardless of age, gender or disability. In terms of creating safer environments, PAN 77: Designing Safer Places, recognises that when combined with other measures, good planning and design can make a significant contribution to reducing the fear and incidence of crime. It aims to foster the co-ordinated approach – between local authorities, the police, the community, and any other relevant stakeholders – that is a vital factor in the successful delivery of safer environments.

The planning system is currently undergoing the most significant modernisation since it was established in 1947. The proposed changes will, amongst other things, make the system more inclusive, as there will be more and better opportunities for communities to get involved in planning. Guidance in the form of a Planning Advice Note on Community Engagement supports the inclusion measures in the Planning etc (Scotland) Act 2006. It emphasises the need for planning authorities and developers to

ensure all communities of interest have an opportunity to get involved; and that participatory approaches should be targeted at hard to reach communities, including older people.

Provisions in the Bill will further promote inclusive physical environments. A general equal opportunities duty will be placed on Scottish Ministers and planning authorities in respect of their planning functions, and certain types of development will be required to produce access and design statements with their planning applications.

The Building (Scotland) Regulations 2004 set requirements for new buildings that include accessibility and energy performance. From May 2007, the Building Standards will be extended in ways that will better meet the needs of an ageing population, thereby increasing the sustainability of new homes and other buildings.

All new dwellings will be more accessible and will make future adaptations easier. One storey must have a kitchen, a toilet with wash basin, and circulation spaces that can be used by all occupants and visitors, and a room that can be used as a bedroom. If there is no bathroom or shower-room on that storey, there must be a space with drainage and water supply ready to fit one. Also, the standards for stairways will facilitate common adaptations such as installing a stair lift or second handrail.

New homes will have a space to allow washing to be dried other than by a tumble drier and overall, all new homes will have better energy performance than in any other part of the UK, with a minimum standard of 50% low energy lamps, very efficient heating, and high levels of insulation. The energy standards are set at such a level that they will give encouragement to designers to incorporate low or zero carbon technologies, such as heat pumps, solar water heating, and biomass boilers into their buildings, which could result in even lower running costs.

The Right Infrastructure - Housing, Planning and Transport



Transport

Transport provides the links that hold society together, and has an essential role in supporting people of all ages, including those older people whose mobility is limited, to participate on equal terms in the ways described in this Strategy. For most people most of the time, transport is essential for their access to family and friends, to work, for leisure, for volunteering, for goods, services, and amenities. It is inextricably linked with planning in delivering an environment in which people can live as they wish. For those older people who are at risk of isolation or inactivity, good transport can be vital in helping them maintain their health and wellbeing.

For transport to work in the way people need it to, people must have good accessible information about it, be confident of its reliability, safety and usability; they must be able to safely get to the transport as well as get onto it, and be able to afford it. In addition, transport should be available when people need to travel, and go to where people need and want to go.

Current trends show that as people age, they make less use of private cars and increased use of public transport. The role of public transport in the future in supporting an ageing population is likely to continue to be critical and the Scottish Executive's transport strategy recognises the importance of meeting the needs of all sectors of Scotland's population as they grow older.

Accessibility can be expected to continue to be an important issue as the number of disabled people increases with the ageing population. In accordance with legislation reserved to Westminster, all buses must be fully accessible by 1 January 2017 and all coaches by 1 January 2020.

Scottish Executive Planning policy, (Scottish Executive, 2005d) also recognises that effective planning for the needs of disabled people often has positive benefits for others who may experience difficulties, including older people.

Case Study: Assisted Travel Service

First ScotRail offer a free assisted travel service for customers wishing to be met and accompanied at arrival/departure points. It has recently opened a new in-house Training Academy and is investing £1m per year on staff training. As part of the £10m Station Investment Plan, it is committed to improving access at 4 major stations, in addition to substantial investment in small scale works to be allocated in consultation with the Mobility and Access Committee for Scotland and Transport Scotland.

The provision of impartial travel information services is a high priority for Transport Scotland. Current provision includes Traveline Scotland which provides a journey planning service through a call centre providing information to people wanting to use public transport to get around Scotland.

The Scotland-wide free bus scheme for older and disabled people began on 1 April 2006 and has been widely welcomed. Between April 2006 and February 2007 835,000 people aged 60 and over have benefited from free bus travel. Older and disabled people are now able to travel free by bus anywhere in Scotland on local buses and on long distance scheduled coaches throughout the day, including the morning rush hour. Bus travel is the mode of public transport that is most widely available and has the highest usage numbers. Its flexibility in terms of capacity and accessibility makes it the most suitable for the concessionary scheme. Where existing local concessionary travel schemes also offer additional modes, such as ferry or rail, these continue to be managed locally at the discretion of individual local authorities.

In addition, the Scottish Executive put in place on 1 April 2006 two free return ferry journeys annually as a minimum to all eligible Scottish island residents in order to allow them access to the Scotland-wide free bus scheme.

The Right Infrastructure - Housing, Planning and Transport

Rail services, particularly in rural and remote areas, are a vital element of social inclusion, offering the best possible access to public transport, employment and other social opportunities; and are particularly important to those who do not have access to or are unable to use a private car, including people on low incomes or with disabilities.

The Scottish Executive is helping rural community transport projects through its Rural Community Transport Initiative (RCTI). This aims to support community transport schemes in rural areas where there is no scheduled bus service or where services are very limited. The majority of people benefiting from the Initiative are either disabled, elderly, frail or have mobility problems. Research has shown that many of these people would be housebound without the Initiative's services. This scheme was introduced in 1998-99 and there are currently no plans for any changes.

Given the positive impact that Demand Responsive Transport (DRT) and community transport schemes have in improving the mobility of elderly and disabled people the Executive will introduce an enhanced DRT scheme from 2008-09. This scheme will replace 3 current initiatives at the end of 2007-08. These are the:

- Current DRT initiative;
- Rural Community Transport Initiative; and
- Rural Public Passenger Transport (RPPT) Grant Scheme.

The new scheme will aim to deliver more DRT services across Scotland and will be managed by the Regional Transport Partnerships. It will improve public transport provision, especially in rural areas, thus improving the mobility of many people, including the elderly.

DRT services often have an important role to play in rural communities. Indeed, a recent independent consultant's report recommended that "an expansion of DRT provision is an essential aspect of improving accessibility in Scotland". A number of DRT services, such as dial-a-ride and dial-a-bus, are already being supported through the Scottish Executive's RCTI and, between 2004-06, the Scottish Executive also helped to fund pilot DRT services in a number of rural areas. We will continue to work to ensure that Scotland makes maximum use of DRT Services, especially in rural communities.

Pilot urban community transport schemes were also funded, which included DRT elements. Further funding has been made available to continue all but one of the pilot projects in 2006-07. It is also important to recognise the role of local community organisations in developing DRT services. Where standard services are not appropriate for the needs of the community, local services such as those in the health or voluntary sectors can take over the running of a transport service. It is important that the Scottish Executive and local authorities learn from best practice in areas where such schemes are in operation.



Case Study: Demand Responsive Transport

With funding from the Scottish Executive, Fife Council introduced several DRT services in rural areas of North East Fife from August 2004. The new services reflected residents' comments about the need for improved transport provision to local hub towns containing services and potential interchange opportunities. They included some bus and taxi services.

An example of a new DRT bus service is the 'Flexi Service 1', operating between Newburgh-Auchtermuchty-Ladybank-Cupar, which uses fully accessible low floor buses on a flexible local timetable, enhancing travel opportunities between these settlements, whilst also improving inter-village travel.

All bus stops on the route have 'txt to Traveline' flags installed and strategically placed stops display full Flexi Service information. In addition, 2 high quality bus shelters, with highly visible timetable information, were installed at Ladybank railway station for interchange with express bus services and rail services to both Dundee and Edinburgh. A letter drop, including timetable information, was targeted at all households within the area prior to the service start date. Information was displayed also at Fife Council local offices, libraries and supermarkets, etc.

The service proved to be very popular with excellent support from passengers. Passenger numbers increased from 2,000 during the first 4 weeks of the service to an average of 3,000 per 4 weeks from February 2005 onwards. Demand from the flexibly-routed parts of the service around Grange of Lindores, Collessie, Kettlehill and Coaltown of Burnturk showed a similar increase over the same period, accounting for about 8% of total passengers throughout. Fife Council were awarded further funding to enable them to continue to support this service – one of the more successful DRT pilot projects – from April 2006 for a further 2 years.

Conclusion

As people age, the way in which they relate to the physical environment in which they live can change. Good design, good planning and good transport meeting the mobility and access needs of older people are all important: together they can greatly enhance the participation of older Scots in their communities and wider society.

The Scottish Executive is committed to ensuring that communities – including their older members – are fully involved in the decisions that relate to them through participation in community planning partnerships. And we are committed also to ensuring that housing strategies respond to the needs of an ageing population, and will explore new options to address the varying housing and support needs of older people across all tenures. We recognise that most people want to stay in their own homes for as long as possible, and will continue to support initiatives towards this end.



If our country is to realise the First Minister's vision of unlocking the potential its changing age profile offers, Scotland's internationally recognised tradition of learning has to be adapted in the 21st century to meet the learning needs of a different population.

Most people retain a capacity to learn throughout their lives. Some will want to engage in learning for its own sake, purely for pleasure; others will want new skills for their lives outside work, for example to help them with their volunteering activities. But as more people are likely to work for longer, many will seek new learning and skills that relate to employment: some so that they can stay on their existing career path for longer, others may choose to change direction at some point, or to change pace.

Learning can and does support all of these ambitions and it is the challenge of the coming years to ensure that all those who deliver learning in Scotland are equipped to deliver the kinds of learning that the whole of the population requires, in a way that is accessible to all.

The Scottish Executive's Lifelong Learning Strategy (Scottish Executive, 2003c) has the objective to create a system of learning provision within which people of all ages, backgrounds and capacities can move and progress freely through different episodes of learning throughout their lives.

Underpinning this is the Scottish Credit and Qualifications Framework (SCQF), which aims to ensure that more of a person's learning is captured and recorded so that learners, employers and others can understand and compare what an individual has achieved.

Individual Learning Accounts Scotland is an alternative funding source for learning that can be used by older learners. Already nearly 10,000 people aged 50+ have made use of an Individual Learning Account since the ILA Scotland scheme was launched at the start of 2005. One in three ILA-funded learners is an 'older learner,' ILAs have proved particularly popular with older women, nearly a quarter of all ILA learners are women aged 50+.

We are currently looking at a range of issues related to lifelong learning that will help us to refine and develop our approaches to learning in the future. The recently

"...we can be certain of one thing. Scotland will be better placed to shape and signpost our future direction if each and every one of us is better educated and able to learn throughout our lives."

The Rt. Hon. Jack McConnell
MSP First Minister of Scotland

Offering Learning Opportunities Throughout Life

published Leitch Review of Skills in the UK will feed into this process (HM Treasury 2006).

Universities, colleges and others make no distinction in terms of age when applying their admissions criteria, and students of all ages from 16 can be found at our institutions. Student support arrangements are currently being reviewed, with consideration being given to eligibility criteria for student loan support for older people.

For some older people participation in learning can be limited by lack of knowledge about learning opportunities; by the timing, location or availability of courses; by concerns about affordability or personal circumstances; or simply by a fear of starting learning again. Research by the National Institute of Adult Continuing Education (NIACE) on the benefits associated with learning for adult learners showed increased confidence, new friends and contact with other people, direct health benefits and new employment or voluntary work as direct benefits. 87% of respondents reported benefits to their physical health and 89% of respondents felt that they had experienced positive emotional or mental health benefits from their period of learning (www.niace.org.uk).

If older people are to gain as much as possible from education and skills training, support will be required, with a personalised, multi-agency approach most likely to help.

We will continue to support lifelong learning through our Lifelong Learning Strategy and through the following actions.

We will develop new approaches to encourage and support lower skilled workers to improve their skills and employability.

We will look to learndirect scotland to provide information on learning opportunities for older people (learndirect scotland provides a generic service to the population of Scotland but focuses particularly on individuals who have the greatest barriers to learning and are least likely to engage in post-school formal learning).



Through our Lifelong Learning Strategy, we will encourage additional opportunities for older learners, working with our colleges and universities to ensure that they can respond to the demand from 50+ learners in their approaches to recruitment and admission.

We will work with Student Awards Agency Scotland and learndirect scotland to produce information, advice and guidance targeted at older people. We will work together to develop a series of targeted information leaflets on learning and financial support for learning for people aged over 50.

We will explore, within current reviews of Further and Higher Education, ways in which more older people could have an opportunity to participate in learning later in life.

We will explicitly include older people in the Executive's review of learner support for part-time study and ensure that any new arrangements do not exclude them.

Case Study: University of Strathclyde – Learning in Later Life Programme

The Learning in Later Life Programme at the University of Strathclyde is 20 years old this year and currently has a student population of over 2,500. It is the largest programme of its kind in the UK and has an international reputation for offering high quality learning programmes for older adults.

Offering Learning Opportunities Throughout Life

Case Study: Older Learners Programme – Experience Counts

“Experience Counts” seeks to encourage Sector Skills Councils (SSCs) to collaborate with colleges and other learning providers to develop and deliver bite-size or taster courses aimed at the older learner (aged 50+) within their sector. Funding totalling £556,000 has been made available for the financial years 2005-2008 to:

- encourage partnership working between SSCs, learning providers and employers;
- support training needs analyses targeting the skills needs of the 50+ workforce with particular emphasis on employability skills;
- encourage older workers back into learning – to make them more productive in their current job and raise their confidence to acquire new skills;
- support the development and delivery of learning opportunities in response to the outcomes from the training needs analyses.

The Scottish Executive is considering how best to build on the Experience Counts programme.

Future Challenges for the Learning Sector

Scotland has a strong track record in education. In recent years this has rightly been focused intensively on the education and development of young people, but Scotland’s ageing demographic will present new challenges and opportunities to Scotland’s learning sectors.

Over the longer term, we will need to develop new learning tools and products aimed at developing adaptable skills for all aspects of life, from working life to consumer decisions and personal finance.

We may also need to consider new ways to ensure access to a wide range of learning provision that will suit the differing learning needs of Scotland in the future. Our ageing population may be more likely to engage in career shifts, to move into combinations of paid and voluntary work, or move into increasing leisure time.

To help build the learning nation of the next twenty years, the knowledge and skills-based learning providers will need to consider their future strategies now and prepare to play their part in the continuing development of our ageing population - as well as continuing to seek the best possible outcomes for children and young people. The learning sector has the potential to level the playing field between the generations and to create success in the global economy. Through learning, we will also be able to build Scotland's reputation as a country with high levels of social and intellectual capital – a place to come to and be stimulated and developed by the learning culture that we provide and nurture.

Challenges for the learning sector

- Managing the development of a learning culture predominated by older people while maintaining Scotland's excellent schooling and education of children and young people
- Supporting the development of adaptable skills for the new global economy and for a shifting work-life-leisure balance as the population ages
- Articulating and delivering its role in Scotland's future knowledge-based economy





This final chapter summarises how we plan to proceed to ensure that our shared vision for the future progressively becomes a reality.

A Scotland where people are living longer is to be welcomed. An active, involved older population has a huge contribution to make, which will benefit older people themselves through increased wellbeing and prosperity and will benefit Scotland.

There was a huge response to our public consultation. This sent clear messages which support our intention to make a radical change in how we think about ageing and respond to its challenges and opportunities. This Strategy responds to those messages by setting out where we are, where we aspire to be as a country, and some of the key steps we can take to begin the journey.

In considering the issues of an ageing population in Scotland, we have examined the evidence gathered from research and consultation, and set out a number of challenges for everyone in Scotland which must be met for the vision to be achieved. We expect all sectors to consider the implications of this Strategy and of the ageing population, and to make a positive response which will enable the contribution and involvement of all people in an older Scotland. We recommend that this response is developed through a strong consultative approach, using best practice to involve older people.

We therefore ask all Scottish local authorities to explore the potential of an ageing population within their local communities. We invite them to consider the further development of local strategies for positively engaging with their ageing populations to benefit local democracies and to make best use of the skills and experience of older people in local areas. We will work with CoSLA to assist local authorities in this task.

In addition to the immediate actions identified elsewhere in the Strategy, we will ask our Enterprise Agencies and networks in Scotland as a priority to examine the incentives and support needed to grow the “silver economy” in Scotland and actively promote the development of new products aimed at older people. At the same time we will seek their advice on what can be done now to ensure that older entrepreneurs are actively encouraged to invest in business in Scotland.

We welcome the report of the Scottish Parliament Futures Forum *“Growing Older and Wiser Together: A Futures View on Positive Ageing”* setting out its view on positive

Conclusion – The Next 20 Years

ageing. We share its view that ageing represents a positive opportunity for Scotland and that we must start now to prepare for the changes ahead.

The Futures Forum has offered a number of suggestions including the establishment of “...a *National Ageing Forum to monitor the development and implementation of ageing strategies across Scottish society*”. One of the main conclusions reached following our consultation is that there should be a forum or partnership body to help drive forward the implementation of the Strategy. The Parliament Futures Forum corroborates those findings.

We intend to set up a National Forum on Ageing which will provide authoritative advice, whose members will act as champions in their own sectors and fulfil these functions.

Intergenerational work has the potential to deliver real outcomes in changing individuals' circumstances and improving their life chances. We believe that better links between the generations are at the heart of a successful Strategy. In addition we want to explore what action can be taken immediately to encourage older people to become involved in intergenerational work. We see the establishment of a **Scottish Centre for Intergenerational Practice** as described in Chapter 4 as an important way in which this exciting agenda can be taken forward.

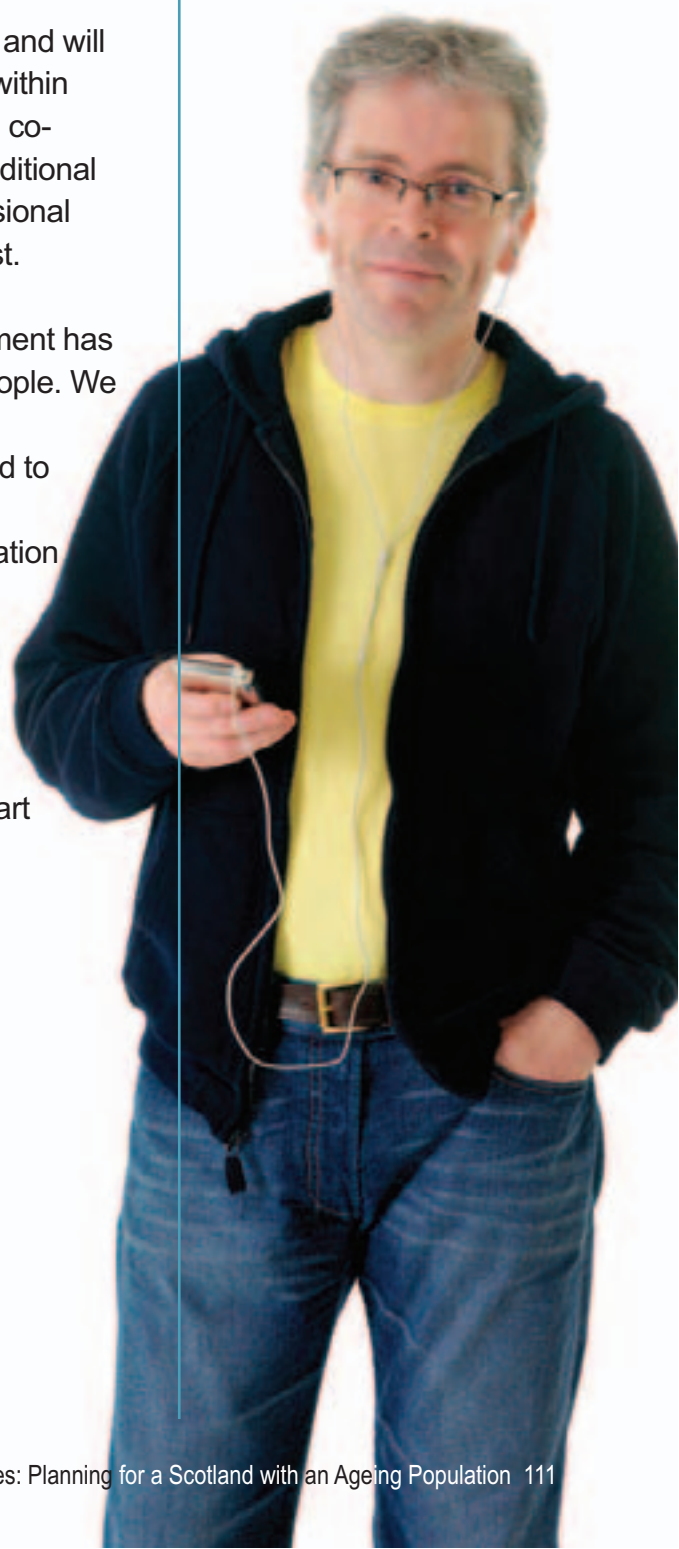
As this first wave of action goes forward it will be accompanied by wider action. There will be a continuing need for hard thinking within the public, private and voluntary sectors about the implications of an ageing population, both the possibilities it offers and the challenges it poses. This includes thinking about how resources are allocated, and whether historic patterns and assumptions are still appropriate for the years to come. The Scottish Executive will be taking some of this forward in the forthcoming Spending Review. Scottish Executive spend on people over the age of 60 is currently estimated at over £5.1 billion. Local government will also wish to consider these issues in a strategic and systematic way and we will work with them to ensure that the guidance and evidence needed for this task is in place.

Individuals need to act too. We know from the evidence that many people do not plan ahead. This happens for a whole range of reasons. But many people want to be able to continue living independently. We can therefore help ourselves by planning for our financial future and taking care of our health.

The challenges of long-term future planning are significant and will stretch our traditional focus on single objectives delivered within the short to medium-term. The necessity of integrating and co-ordinating policy and action presents a challenge to our traditional approaches and requires us to re-think historic and professional boundaries that have defined policy and delivery in the past.

As the first step in building our knowledge base, this document has focused, quite rightly, on the issues of ageing and older people. We will continue and broaden the dialogue to understand and connect the issues of an ageing population for all Scots and to build a coherent strategic approach that will deliver our aspirations for Scotland as a prosperous and successful nation with an older population.

This Strategy has been underpinned by the close involvement of older people themselves as well as by an understanding of the challenges and opportunities we are likely to face over the next 20 years. This is an excellent start on our journey together into the future.





Annex A: Some Significant Future Trends for Scotland

From an overall consideration of trends likely to affect Scotland and the Scottish population over the next 20 years, we have developed a number of relative certainties. These help us to define likely future opportunities and challenges for Scotland and highlight the need to begin now to position our structures and infrastructures to deliver future success. In addition to the certain knowledge that the population will age, the following relative certainties have also been identified:

Globalisation – Interconnectedness between countries is likely to increase under the influence of a number of factors including: an increasing number of multinational corporations; economic growth in some developing countries; accelerating technological development and growth of the knowledge economy; increasing trade - married with more apparent protectionism; increasing political integration coupled with the rise of an anti-globalisation movement.

Pressure on Resources – There is likely to be increasing pressure on natural resources and primary commodities driven by rising global demand for energy and raw materials, however this demand will be tempered by the impact of global warming and rising awareness of “green” alternatives.

Technology – Media and technology are likely to continue to have a powerful impact in our lives. People are likely to use more digital technology and online socialisation and online media access are likely to grow driven by: easier access to new technology, increasing exposure to information technology through education, widening perception and understanding of the added value of new technology in people’s lives, the relative affordability of new technology and the success of marketing of technology products by companies. These influences are also likely to dictate the extent to which a Digital Divide will persist in Scotland. As the workforce becomes more skilled in the application of technologies and as the availability of sophisticated technological infrastructure grows, it is likely that new and smaller hubs of technological innovation will be able to form and in turn contribute to accelerate progress.

Rising expectations of Government – As the possibilities for progress expand and increase so it is likely that Governments will be looked upon to show strong and visible leadership. Government may increasingly operate in an environment where consensus around political parties may diminish in favour of single issues and where voting turnout may decline. People may wish to engage with government through other means such as information technology and may indicate their political views in ways other than voting (for example the Make Poverty History Campaign).

These trends were collated as part of the Scottish Executive’s Futures Project to underpin strategic policy development in the Scottish Executive. More information on the Futures Project can be found at <http://www.scotland.gov.uk/Topics/Government/futures/introducfutures>

Annex B: Priority Areas for Action to Improve Health in Scotland

Mental Health and Well-Being

Improving mental health and well-being in later life is one of the six priority areas for action under the Scottish Executive's National Programme for Improving Mental Health and Well-being. This Programme has been informed by research as well as consultation with older people, practitioners, academics and policy makers at both national and local level. It is currently linking the UK Inquiry report's findings to action by Community Health Partnerships at local level. Respondents to the consultation recognised that mental health and well-being is as important as the physical, and responses revealed some real concerns on the part of older Scots about their self perception and well-being. This is consistent with the findings of the UK Inquiry into Mental Health and Well-Being in Later Life, where people said:

"It is upsetting to feel like a second-class citizen because I am above retirement age."

"What makes things worse is not having a sense of belonging. There needs to be a role for older people in society."

"The main thing is love. Food, shelter and warmth are important, but it's lack of someone caring that leads to despair."

"I worry about not being able to help my grandchild financially."

The UK Inquiry's first report *Promoting mental health and well-being in later life* (Age Concern and Mental Health Foundation, 2006) identified the main factors influencing mental health and well-being in later life:

- **Ageism:** which lowers self-respect and thus threatens mental health
- **Participation:** which enhances self-esteem through meaningful activity and giving a sense of purpose
- **Relationships:** which promote well-being through interactions, whether with friends and family or with pets. Spiritual faith and belief can also provide crucial support
- **Physical health:** which is inextricably linked with mental health
- **Poverty:** which is a risk factor for poor mental health.

The same report noted there is "no single, simple solution. Some matters can only be dealt with by central Government or in national media campaigns. However, the majority of the changes that older people identify as important to their mental health and well-being can most effectively be addressed by activities at the local, community level".

The report went on to say that there is much that can be done, with examples as follows:

- include older people in community activities
- promote social interaction between people of all ages

- help strengthen the relationships older people have with their friends, family and neighbours
- tackle fears of isolation and loneliness
- recognise the importance of spiritual belief and faith communities and help older people to access them
- support people after bereavement
- promote age equality, particularly within mental health promotion
- work with the media to improve portrayals of ageing and older people
- educate and train all employees who have direct contact with the public to value and respect older people
- remove or reduce barriers to participation in later life
- recognise and tackle abuse and violence that affects older people
- promote physical activity for people of all ages, including disabled people
- promote a healthy diet and moderate alcohol consumption
- improve access to fresh, affordable foods
- tackle pensioner poverty for older people
- give people the choice to keep working in later life to maintain or increase their income.

Physical Activity and Falls Prevention

Regular physical activity is essential for health, and inactivity is as damaging to health as smoking or an unhealthy diet. Regular activity can have a beneficial effect on up to 20 chronic diseases and conditions. Physically active people have a 20-30% reduced risk of premature death, and a 50% reduced risk of major chronic disease such as coronary heart disease, stroke, diabetes and cancers; and physical activity can have a positive impact in promoting good mental health too (Department of Health, 2004).

Physically active older people maintain not only their health but their independence, their social interactions, and their contribution to the wider community. But we know from the 2003 Scottish Health Survey too few of today's older people are meeting the minimum recommendations of physical activity to maintain good health.

Only 30% of 55-64 year olds and 20% of 65-74 year olds are meeting the recommendations of 30 minutes a day on most days of the week, (Scottish Executive, 2005e). Greater physical activity in middle and later life offers not only the most effective but probably also the most enjoyable means of promoting health and therefore needs to be encouraged through the media and made more accessible through the design of local built and outdoor environments, through development of effective public transportation systems and provision of opportunities to participate in appropriate forms of physical activity, leisure and sport across Scotland.

Annex B: Priority Areas for Action to Improve Health in Scotland

Walking is recognised as the activity most likely to achieve health benefits at a population level, and especially so for older people. Paths to Health provides a good example of a health promoting service, currently with more than 10,000 people participating in led walks every week, of whom approximately 85% are aged 60+. The service is predominantly run by older people. It meets the needs of older people and also harnesses volunteering in the community, builds social networks, and works because people enjoy it – and all with the inbuilt advantages of requiring little skill and training, and hardly any equipment.

Falls Prevention

Falls are a major issue for older people – one in 3 people over 65 have a serious fall every year. Falls and their after-effects have a harmful effect on health, well-being and independence, and ultimately on a person's ability to live independently in their own home.

There are things that can be done to reduce the incidence of falls – these may be as simple as removing trailing flexes or loose carpets, dealing with badly positioned furniture or uneven flooring or steps, or fixing handrails and grab handles in the home. Safe environments for people with precarious mobility are especially important in institutions such as hospitals, day centres and care homes. Falls clinics provide more detailed assessments for patients who have had several falls, by reviewing medication, looking for treatable medical causes of falls, and providing guidance on exercise and balance training.

The Scottish Executive has been taking forward work in a Falls Working Group and the outcome is expected to be a letter intended primarily for Community Health Partnerships asking for specific action to be taken by them and by Health Boards.

Case Study: Scottish Healthy Communities Collaborative

The Scottish Healthy Communities Collaborative is working in local communities within Perth and Kinross (Perth, Crieff and Blairgowrie) and Argyll and Bute (Cowal and Bute). The approach used combines Community Development with Collaborative Change management concepts resulting in Community Action, and has a focus on falls prevention.

Greater Glasgow Health Board has a Strategy for Osteoporosis and Falls Prevention 2006, and Fife launched its Falls, Osteoporosis and Fracture Prevention in Fife Strategy 2006-2011 on 1 November 2006.

Smoking

In March 2006 Scotland became the first part of the UK to implement a smoking ban in enclosed public places and workplaces. It is now illegal to smoke in most indoor places other than private homes. This includes restaurants, bars, cafes, hotels, theatres, bingo halls, church halls, sports and shopping centres, public transport, schools, hospitals and clubs. It also covers almost all workplaces, including lorries and vans.

In practical terms this means smoking is no longer permitted in many of the places visited by older people, including day centres, social clubs, bars and restaurants. In adult care homes and residential psychiatric hospitals and units, smoking is permitted only in designated smoking areas which may be established by proprietors as long as certain criteria are met.

The health of older people is, of course, at significant risk from smoking. Smoking is not only responsible for a large number of premature deaths from smoking-related diseases, but also increased risk of illness and a reduction in quality of life. Many believe the damage has been done and there is little they can do to reverse the adverse effects of disease or symptoms relating to smoking. In reality, stopping smoking can provide increased quality and quantity of life in older adults – by adding both years to life and life to years.

Diet

After smoking, poor diet is the most significant contributor to poor health in Scotland. Traditional Scottish diets are high in fat, sugar, salt, confectionery and non-diet soft drinks and low in fruit and vegetables, with only a fifth of the population achieving the 5 a day target. Already the Scottish Executive has worked to: improve food access and expand availability of healthy food in low income areas; drive up standards in catering through the new Healthyliving Award; bring more healthy choices to the High Street; and transform the provision of food in Scottish schools and nurseries. Nutritional standards have been raised across the public sector, and awareness of healthy eating has been promoted through the Healthy Living Campaign, which markets healthy eating and physical activity as aspirational, desirable and achievable lifestyles for the majority of people in Scotland.

Annex B: Priority Areas for Action to Improve Health in Scotland

Alcohol

Over-use and abuse of alcohol remains a major health concern for Scotland and future levels of alcohol consumption may prove to be a major determinant of health and illness for older Scots. Currently, some 10% of over 65s exceed recommended drinking levels. Of the next generation of older Scots, those currently aged 45 to 64, double that proportion (20%) currently exceed recommended safe limits. If such levels are sustained into later life, the numbers of people whose health may be damaged by alcohol will increase from 80,700 to 223,500 by 2031 (NHS Health Scotland, 2006). So for the baby boomers, alcohol abuse is a major threat, and a major challenge in health education and health-related behaviour.

Annex C: The Members of the External Advisory Group

Name	Job title	Organisation
Professor Glen Bramley	Professor of Urban Studies	Heriot-Watt University
Brid Cullen	Manager	CSV's Retired and Senior Volunteer Programme
Pat Dawson	Until 1 September 2006 Head of Policy and Communications	Royal College of Nursing Scotland
	From 18 September 2006 Associate Nurse Director	Lothian NHS Board
Professor Mike Danson	Professor of Scottish and Regional Economics	University of Paisley
Michael McCormick	Chief Superintendent, Dumfries and Galloway Constabulary	ACPOS
Elizabeth Duncan	Executive Officer	Help the Aged
Cllr Charles Gray	Spokesperson for Older People	CoSLA
Professor Phil Hanlon	Professor of Public Health	University of Glasgow
Lesley Hart	Director of Lifelong Learning	Strathclyde University
Alexis Jay	Chief Social Work Inspector	Social Work Inspection Agency
David Kelly	Director	West Lothian Health and Care Partnership
David Manion	Chief Executive	Age Concern Scotland
Linda Boyes	Theme Leader Prosperity and Work	Scottish Council Foundation
Professor Alan Newell	Queen Mother Research Centre for Information Technology to Support Older People	School of Computing, Dundee University

Annexes

Annex C: The Members of the External Advisory Group

Name	Job title	Organisation
Irene Sweeney		Scottish Pensioners' Forum
Phil White	Honorary Fellow	School of Management and Economics, University of Edinburgh
Rohini Sharma Joshi	Housing Equal Opportunities Manager	Bield, Trust, Hanover (Scotland) Housing Associations Ltd
Yvonne Howley	Leader+ Project Officer	South Lanarkshire Rural Partnership Leader+
Andrea Brown		Older LGBT People's Issues Forum
Kevin Pringle	Until 31 December 2006 Corporate Affairs Manager	Scottish Gas
Mairi O'Keefe	Deputy Convener	Mobility and Access Committee for Scotland

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