

Slough Borough Council

REPORT TO: Cabinet

DATE: 20th November 2023

SUBJECT: Slough Older People Strategy 2023-26

CHIEF OFFICER: Marc Gadsby, Executive Director People Adults

CONTACT OFFICER: Jane Senior, Associate Director People Strategy and Commissioning
Vanessa Pugh, Interim Older People & Carers Commissioner

WARD(S): All

PORTFOLIO: Cllr Anna Wright, Social Care and Public Health

KEY DECISION: YES

EXEMPT: NO

DECISION SUBJECT TO CALL IN: YES

APPENDICES: Appendix 1 – Equalities Impact Assessment
Appendix 2 – Older People Strategy
Appendix 3 – Older People Strategy Consultation

1 Summary and Recommendations

This report requests approval of the Slough Older People Strategy 2023-26 including an Older People Strategy Action Plan. The Strategy sets out how the Council, working with its partners, will support and encourage Older People to live as independently as possible, for as long as possible, maximising the years spent in good health. To empower Older People to manage their own health and wellbeing and ensure that that right support is known about and available at the right time.

The aim of the strategy is to ensure that Slough is a place where Older People live a long and purposeful life, experiencing good health and achieving a desired quality of life. Importantly, the Strategy seeks to minimise the negative impacts of social isolation and loneliness and seeks to prevent or delay, where possible, a range of Long Term Conditions such as Dementia. Slough's population profile sees a younger population but with 40% of people undiagnosed with Dementia and costs spiralling, focus is given to minimising the future impact. A full analysis of Slough's Dementia challenge is captured by the 2023 Public Health Dementia Prevention Assessment. This will be through a range of initiatives set out within the action plan.

The Strategy has been informed by engagement with Older People through our Co-Production Network and a Commissioning Away Day. The engagement confirmed that Older People wanted a sense of purpose and spoke of social isolation and loneliness and its affects. In addition, Older People, their families and staff at a local care home were asked open questions about their experiences which also underpin this strategy. This was co-designed with support from the Co-Production Network and Health Watch in these “Quality Conversations.” Delivery of the action plan contained within the Strategy will be overseen by a new Older People Steering Group comprising older people, the Co-production Network, Council officers and professional stakeholders including representatives from Frimley ICS.

Recommendations:

Cabinet is recommended to:

1. Approve the Slough Older People Strategy 2023-26 set out at Appendix 2.
2. Note that a report will be brought back to Cabinet annually setting out the progress against the Action Plan and recommending any amendments to the Strategy.

Reason:

To ensure that a fit for purpose Slough Older People Strategy with a clear action plan, and deliverables is in place.

Commissioner Review

This strategy is the culmination of a huge amount of work. Its ambitions will be challenging to achieve. The financial situation is less than helpful. Success will rely upon harnessing the energies of staff, managers, partners and the public. Political leadership and a sustained focus on delivery will be very important.

2 Report

Publishing the Older People Strategy 2023-26 contributes to the following priorities:

Slough Corporate Plan

A town where residents can live healthier, safer and more independent lives

- Working with partners to target health inequalities and promote well-being.
- Supporting residents to be as independent as possible whilst providing quality services for the most vulnerable.

Staying healthy, remaining independent and living at home for as long as possible are important elements in achieving a good quality of life in older age. For some, this is likely to be more challenging than for others, and multiple factors, including health inequalities,¹ can affect the extent to which this is possible.

¹ Health inequalities are described the NHS as unfair and avoidable differences in health across the population, and between different groups within society. These include how long people are likely to live, the health conditions they may experience and the

Our Corporate Plan sets out a vision for Slough where **residents can live healthier, safer and independent lives** with a key focus upon tackling health inequalities in the borough. This Strategy for Older People describes 8 key priorities to support this vision² and to address the particular needs of those who might require additional support. These priorities were borne out of national and local drivers set out in the JSNA and Observatory Data and importantly through consultation with Older People including the Co-Production Network.

Slough Wellbeing Strategy 2022-25

Priority 2: Integration

- Increase the number of people living independently at home and decrease the proportion living in care homes.
- Increase the number of people who are managing their own health and care needs.

Options considered

| Option | Pros | Cons |
|--|---|---|
| <p>Option 1</p> <p>Approve and implement the Older People Strategy 2023-26.</p> <p>Recommended</p> | <p>Up to date Older People Strategy in place which is informed by older people engagement.</p> <p>Implementation of an Older People Action Plan to be overseen by a new Older People Steering Group comprising Older People, Carers, the Co-Production Network, Council officers and professional stakeholders and reported through existing Council governance arrangements.</p> | <p>No clear disadvantage to approving and implementing the Strategy.</p> |
| <p>Option 2</p> <p>Retain the existing Older People Plan.</p> <p>Not recommended</p> | <p>No clear advantage to retaining the existing Older People Plan.</p> | <p>The Older People Plan is out of date and no longer fit purpose.</p> <p>Missed opportunity to implement an effective strategy which is aligned to</p> |

care that is available to them. The conditions in which we are born, grow, live, work and age can impact our health and wellbeing. These are sometimes referred to as wider determinants of health. [NHS England » What are healthcare inequalities?](#)

² Taken from Slough Adult Social Care Strategy 2023.

| | | |
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| | | the Corporate Plan and the Slough Wellbeing Strategy and thereby supports the delivery of broader corporate objectives. |
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Option 1 is recommended.

Background

2.0 The Older People Strategy 2023-26 provides an opportunity to strengthen the Older People offer within the town - based upon evidence and information obtained through engagement. The Strategy sets out 8 key priorities for Older People, aligned to intended Corporate Objectives. The priorities are:

Priority 1: To reduce social isolation and loneliness for Older People

“Research has linked social isolation and loneliness to higher risks for a variety of physical and mental conditions: high blood pressure, heart disease, obesity, a weakened immune system, anxiety, depression, cognitive decline, Alzheimer's disease, and even death” according to the National Institute on Aging. This is an issue raised by Older People in Slough through awayday engagement feedback they have told us this is a priority. A robust Dementia Action Plan is required as part of a preventative approach to minimising or delaying Dementia and tackling social isolation.

Priority 2: For Older People to have a continued sense of purpose to live their best life.

“Living a life of intention or having a purpose in life, especially as you age, is integral to healthy living and longevity. Many studies have shown that aging with purpose can provide protection against Alzheimer’s disease, disabilities, cardiovascular problems, and impairment, and lead to longer, happier lives” according to Maplewood Senior Living. Older People in Slough through engagement feedback have told us this is pivotal to their lives. We also see many Older People actively involved as volunteers e.g for the Co-Production Network continuing to work with purpose and champion securing great services in Slough.

Priority 3: To live more years in good health.

Work with our partners such as Health, the Voluntary & Community Sector and communities themselves to support people with their health and wellbeing. Having a range of appropriate provisions in place including a well-functioning adult social care market is critical here. Often people with a range of Long Term Conditions (LTCs) could evidently have poor health in old age so trying to prevent LTCs in line with the next priority are essential. Mapping the customer journey for Older People and developing a clearer operational pathway to support the Older People priorities in this strategy linked to all priorities are the cornerstones of this strategy.

Priority 4: To work in greater partnership with the NHS and Public Health to prevent Long Term Conditions including the wider determinants of health.

Work with our partners such as Health, the Voluntary & Community Sector, and communities themselves to support people with their health and wellbeing to prevent Long Term Conditions e.g. Stroke, Cardiac Disease, Dementia, etc. Having a personalised, strengths-based approach within adult social care, encouraging independence and utilising assets within people’s own communities. These will be

supported by a strong focus on integrating health and social care services to deliver best value and ensure that residents can access high quality provision when this is required.

Priority 5: To tailor Older People Information & Advice on the challenges that affect them e.g. cost of living, fuel costs, food poverty, etc

Not shying away from difficult conversations about critical issues that affect Older People and providing signposting to practical support. For example, use of independent Benefits Checkers for information on income-related benefits, contribution-based benefits, Universal Credit, tax credits, Council Tax Reduction and Carer's Allowance. Listening to Older People's consultation there is a strong desire to not live in such a digital world. SBC needs to look at how accessible standard processes are e.g. Blue Badges which appear to be wholly digital.

Priority 6: To support intergenerational families best care for their loved ones and with respect to cultural differences.

Supporting People to have greater involvement in shaping the care and support they receive. Opportunities to have "asset-based" conversations where individuals look to their family/loved ones/neighbours and wider community for support. Recognising the implications of intergenerational families who have in some cases been made up of 11 or so family members so housing requirements have seen two adjacent properties commissioned to meet their needs. There is an opportunity to use the Quality Conversations approach for gatherings insights into intergenerational families.

Priority 7: To have a choice about where I die through a co-produced end of life pathway.

Opportunities to develop with the support of carers and service users a clear end of life pathway that supports people in Slough to die in the place of their choosing. This often relies on robust co-ordination and transfers of care out of hospital environments. Slough recognises it needs to better develop its end of life pathway drawing together the various components for success. It will best achieve this in a co-produced way through the **new Quality Conversations Model** developed for Oak House **linked to all priorities.**

Priority 8: To have a range of housing options to suit me in later life.

Opportunities for Older People to secure advice and access to a range of accommodation tailored to the needs of Older People. This is best achieved through a Housing Strategy developed with partners with particular attention to intergenerational families.

Further detailed information concerning each of these priorities is found in the Strategy.

The Strategy contains an "Older People Action Plan" setting out a range of initiatives which will be implemented to deliver against the priorities. These include mapping the customer journey and developing a clearer set of operational pathways for Older People especially in key areas such as End of Life Care. One of the key elements of the action plan is to take a targeted approach to preventing Long Term Conditions across health and social care; to tackle social isolation and loneliness, to ensure longer life provides a quality of life and Older People has a sense of purpose staying well connected to their communities. This Strategy links very closely with the Carers Strategy 2023-2026 to ensure that their needs can be met as we often find Carers play an important role in the adult social care economy especially for Older People

and their caring can prevent the cared for person moving into expensive residential care.

The Action Plan will be overseen through a new Older People Steering Group comprising of Older People, Carers, the Council and its partners with responsibility for delivering against the strategy resting with the People Strategy and Commissioning Team.

The Strategy has been shaped by diverse engagement with Older People. This included an awayday with the People Strategy and Commissioning Team in August 2023 and some targeted qualitative “Quality Conversations” with service users, family members and staff at one of our largest commissioned local residential and nursing homes. This was to find out what everyone felt about the home, their lives there and an overview from families along with what it was like to work there. This softer approach was enhanced through Health Watch and our Co-Production Network being part of the Quality Conversations both volunteers and professionals providing rich intelligence about what is important to Older People in Slough. Some of the consistent themes emerging from the engagement were the issues around isolation/loneliness, to provide more accessible information (not just digital) and about the current issues e.g. cost of living, fuel crisis, cost of utilities, etc. Linked to the Carers Strategy the importance of preventing carer breakdown e.g. through respite and short breaks and being able to access the right support at the right time. Full information concerning feedback from the engagement, including cross-referencing back to the Strategy, is contained at Appendix 1 to the Strategy.

3. Implications of the Recommendation

3.1 Financial implications

Whilst there are no financial implications directly relating to the publication of the Older People Strategy, it is intended that implementation of the action plan will deliver cost efficiencies to the Council and deliver on our best value duties. Like other Adult Social Care service users this will be through promoting independence (for example through increasing the use of assistive technology), progressing integration (for example through the establishment of a more robust customer journey across health and social care) and to prepare more effectively to meet the needs of Older People with more complex needs such as Dementia (for example by early planning with Public Health through the developing Public Health Dementia Prevention Needs Assessment to target early identification of those with dementia to add life to years). Cost efficiencies will be confirmed against each of the relevant workstreams of the new the Older People Steering Group takes shape. Progress will be reported into Cabinet on an annual basis.

The current total budget for 2023/24 for Adult Social Care & Public Health is a net budget of £27.8m.

| | |
|-------------------|--------|
| | £m |
| Gross Expenditure | 55.4 |
| Income | (27.6) |
| Net Expenditure | 27.8 |

The gross expenditure budget includes £42.9m (78%) which is expended on care and support services that are commissioned externally from both private and voluntary sector providers through contractual arrangements. The remainder of the budget funds frontline services and operational costs.

3.1 Legal implications

The Care Act 2014 contains duties to actively promote wellbeing and independence and to provide services, facilities or resources to prevent, delay or reduce the need for care and support. This prevention duty is distinct from the assessment and meeting eligible needs duties.

- 3.2.3 The Care and Support Statutory Guidance refers to the prevention and promoting wellbeing duties as aimed at individuals with no current particular health or care and support needs. Universal services include, but should not be limited to information and advice. Services can include supporting safer neighbourhoods, promotion of healthy and active lifestyles, reducing loneliness or isolation and encouraging early discussion in families. Priority 1 is focused on reducing loneliness or isolation and Priority 2 and 3 on a sense of purpose and good health.
- 3.2.4 Effective intermediate and reablement services are also referred to in the Guidance as key to delaying the need for care and support services. These are services often provided at the point of leaving hospital for a limited period of time and are excluded from personal budgets. They are an effective way of preventing needs escalating and supporting individuals to maintain or regain the ability to live independently. There is a key action on ensuring reablement services are delivering value for money and meeting the needs of the population.
- 3.2.5 The Guidance refers to the need for strategies and plans to be aligned with other Council strategies and to take account of local differences. This requires the following principles to be met:
- involvement of local people who use the services and representative organisations,
 - ensuring services are available at the right time in a range of formats and channels, meeting the needs of distinct groups,
 - being clear, comprehensive and impartial,
 - being consistent, accurate and up to date,
 - being based on detailed analysis,
 - directing people to sources of further information,
 - being used to inform future planning,
 - ensuring appropriate quality assurance and review, including customer feedback to make sure the Council learns from experience and continuously improves.
- 3.2.6 The Older People Strategy has been produced following consultation and engagement with Older People and it will be reviewed periodically to ensure it continues to meet the needs of the population and focuses limited resources in the right areas. Information consultation and engagement which has taken place is contained both within the Older People Strategy and its appendix. It is proposed that the annual review is brought back to Cabinet with an update on progress against the Action Plan and recommendations for any changes to the Strategy.
- 3.2.7 Section 12 of the Health and Social Care Act 2012 introduced a duty at Section 2B of the NHS Act 2006 for the council to take appropriate steps to improve the health

of the people who live in its area. The Older People Strategy places an emphasis upon Older People health and wellbeing. It is proposed that the annual review is brought back to Cabinet with an update on progress against the Action Plan and recommendations for any changes to the Strategy.

3.3 Risk management implications

3.3.1 Overall, the risks associated with approving the Slough Older People Strategy are set out below.

| Risk | Assessment of Risk | Mitigation | Residual Risk |
|--|--------------------|--|---------------|
| Insufficient staffing resource to implement the Older People Action Plan within the strategy. | Medium | <p>Recruitment to any vacant posts and staff retention endeavours.</p> <p>Cross-council approach as necessary to support implementation of elements of the Older People Action Plan.</p> <p>Acknowledgement that progress might be negatively impacted if staffing resource is affected.</p> | Low / Medium |
| Unwillingness of partners to engage with and support the strategy and implementation of the action plan. | Medium | Ongoing engagement through formal partnerships arrangement including the Health and Social Care Partnership Board and East Berkshire Directors meetings, and reporting through established governance arrangements eg the Slough Wellbeing Board. | Low / Medium |
| Insufficient budget to support any commissioning intentions arising out of the Older People Action Plan. | High | <p>Budget availability to be confirmed in advance of commencement of any particular commissioning project.</p> <p>Ensuring best value considerations.</p> <p>Robust analysis as part of project of effectiveness and efficiency of any existing current supply.</p> | Medium |

3.4 Environmental implications

There are no environmental implications

3.5 Equality implications

Approval and implementation of the Older People Strategy should have a positive impact in regard to protected characteristics. of age and is tailored to supporting residents from different ethnicities and faiths. Many Older People self care or care for a loved one. It is intended that the Strategy will have a positive impact upon their lives by supporting individuals to manage their own health and wellbeing needs and to access the right support at the right time. This applies to Older People of any sexual orientation, including Older People who are married or in a civil partnership.

The Strategy sets out a particular commitment to understand how people in Slough can have more choice about where they die in order that their preferences can be met. This will be enabled through a co-produced End of Life Pathway. A full Equalities Impact Assessment is set out at Appendix 1.

4. Background Papers

None

Appendix 1

Equality Impact Assessment

| Directorate: People Strategy & Commissioning People (Adults) | | | | | | | | |
|---|---|--------------------------|----------------|---------------------------------------|--------------------------|--|--|--|
| Service: Older People Strategy 2023-26 | | | | | | | | |
| Name of Officer/s completing assessment: Vanessa Pugh | | | | | | | | |
| Date of Assessment: 13/9/23 | | | | | | | | |
| Name of service/function or policy being assessed: Older People | | | | | | | | |
| 1. | <p>What are the aims, objectives, outcomes, purpose of the policy, service change, function that you are assessing?</p> <p>The Strategy sets out how the Council, working with its partners, will support and encourage carers to manage their own health and wellbeing, and ensure that that right support is known about and available at the right time.</p> <p>The aim of the Strategy is to ensure that Slough is a place Older People can live their best live and where we intervene early to reduce or delay the development of a range of Long Term Conditions e.g Stroke, Cardiac Disease, Dementia, Diabetes, etc.</p> | | | | | | | |
| 2. | <p>Who implements or delivers the policy, service or function? State if this is undertaken by more than one team, service, and department including any external partners.</p> <p>Delivery of the Older People Action Plan contained within the Strategy will be overseen by a new Older People Steering Group comprising of Older People, Carers, the Co-Production Network, Council officers and other professional stakeholders including representatives from Frimley ICS. It is intended that reporting will take place into the Slough Wellbeing Board.</p> | | | | | | | |
| 3. | <p>Who will be affected by this proposal? For example who are the external/internal customers, communities, partners, stakeholders, the workforce etc. Please consider all of the Protected Characteristics listed (more information is available in the background information). Bear in mind that people affected by the proposals may well have more than one protected characteristic.</p> <p>The Strategy affects Older People in Slough.</p> <table border="1" data-bbox="232 1315 2011 1414"> <thead> <tr> <th>Characteristic</th> <th>Positive , Negative, Neutral or</th> <th>Rationale for Assessment</th> </tr> </thead> <tbody> <tr> <td> </td> <td> </td> <td> </td> </tr> </tbody> </table> | | Characteristic | Positive , Negative, Neutral or | Rationale for Assessment | | | |
| Characteristic | Positive , Negative, Neutral or | Rationale for Assessment | | | | | | |
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|----|--|-----------------------|---|
| | | Unknown Impact | |
| | Age | Positive | Older people. It is intended that the Strategy will have a positive impact upon their lives by supporting individuals to manage their own health and wellbeing needs and to access the right support at the right time. |
| | Disability | Positive | Some Older People will have a disability. The Strategy therefore directly benefits disabled people as it seeks to address and prevent a range of Long Term Conditions and work in an integrated way across the NHS and Social Care e.g development of the Integrated Community Hubs to sign post people for opportunities in the community. |
| | Gender Reassignment: | Positive | The Strategy will benefit all Older People including those who have undertaken gender reassignment. |
| | Marriage and Civil Partnership: | Positive | Many Older People support a partner. The Strategy is likely to have a benefit upon those who are married or in a civil partnership as it will support Older People within their caring roles. |
| | Pregnancy and maternity: | Positive/ Neutral | N/A |
| | Race: | Positive | The Strategy sets out to inclusively understand the difficulties which Older People from black and minority ethnic people can experience. The Strategy should have a positive benefit. |
| | Religion and Belief: | Positive | Older People of any religion and belief should benefit from the Strategy. |
| | Sexual orientation: | Positive | Older People of any sexual orientation should benefit from the Strategy. |
| | Other: | Positive | |
| 4. | <p>What are any likely positive impacts for the group/s identified in (3) above? You may wish to refer to the Equalities Duties detailed in the background information.</p> <p>Better support to individuals across all equalities categories to enable Older People to receive the right support at the right time.</p> | | |

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| 5. | <p>What are the likely negative impacts for the group/s identified in (3) above? If so then are any particular groups affected more than others and why?</p> <p>There will be no negative impact.</p> |
| 6. | <p>Have the impacts identified in (4) and (5) above been assessed using up to date and reliable evidence and data? Please state evidence sources and conclusions drawn (e.g. survey results, customer complaints, monitoring data etc).</p> <p>There has been a range of engagement activities to support the development of the Strategy including the Priorities. The Strategy contains a commitment to gather further information on the needs of Older People from diverse communities in order that we understand the needs of e.g. intergenerational families in Slough.</p> |
| 7. | <p>Have you engaged or consulted with any identified groups or individuals if necessary and what were the results, e.g. have the staff forums/unions/ community groups been involved?</p> <p>The Strategy has been shaped by engagement with Older People. Implementation of the Older People Action Plan will be overseen by a new Older People Steering Group comprising of Older People, Carers, the Co-Production Network, Council Officers, and other professional stakeholders including representatives from Frimley ICS.</p> |
| 8. | <p>Have you considered the impact the policy might have on local community relations?</p> <p>A demonstrable commitment to delivering the strategy should have a positive impact upon community relations.</p> |
| 9. | <p>What plans do you have in place, or are developing, that will mitigate any likely identified negative impacts? For example what plans, if any, will be put in place to reduce the impact?</p> <p>There are no identified negatives.</p> |
| 10. | <p>What plans do you have in place to monitor the impact of the proposals once they have been implemented? (The full impact of the decision may only be known after the proposals have been implemented). Please see action plan below.</p> <p>Implementation of the Older People Action Plan Oversight by a new Older People Steering Group It is also proposed that progress against the Older People Action Plan is reported through the Slough Wellbeing Board.</p> |

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| What course of action does this EIA suggest you take? More than one of the following may apply | ✓ |
| Outcome 1: No major change required. The EIA has not identified any potential for discrimination or adverse impact and all opportunities to promote equality have been taken. | ✓ |
| Outcome 2: Adjust the policy to remove barriers identified by the EIA or better promote equality. Are you satisfied that the proposed adjustments will remove the barriers identified? (Complete action plan). | |
| Outcome 3: Continue the policy despite potential for adverse impact or missed opportunities to promote equality identified. You will need to ensure that the EIA clearly sets out the justifications for continuing with it. You should consider whether there are sufficient plans to reduce the negative impact and/or plans to monitor the actual impact (see questions below). (Complete action plan). | |
| Outcome 4: Stop and rethink the policy when the EIA shows actual or potential unlawful discrimination. (Complete action plan). | |

**Action
Plan and**

Timetable for Implementation

At this stage a timetabled Action Plan should be developed to address any concerns/issues related to equality in the existing or proposed policy/service or function. This plan will need to be integrated into the appropriate Service/Business Plan.

| Action | Target Groups | Lead Responsibility | Outcomes/Success Criteria | Monitoring & Evaluation | Target Date | Progress to Date |
|---------------|----------------------|----------------------------|----------------------------------|------------------------------------|--------------------|-------------------------|
| | | | | | | |

Name: Vanessa Pugh
Signed:(Person completing the EIA)

Name:
Signed:(Policy Lead if not same as above)

Date: 13th September 2023