

SLOUGH BOROUGH COUNCIL

REPORT TO: Cabinet

DATE: 18th November 2024

SUBJECT: Slough Older People Strategy Annual Update 2023-24

CHIEF OFFICER: David Coleman-Groom Executive Director, People Adults

CONTACT OFFICER: Jane Senior, Director Commissioning, People Adults
Vanessa Pugh, Interim Commissioner for Older People and Carers

WARD(S): All

PORTFOLIO: Cllr Anna Wright, Social Care and Public Health

KEY DECISION: NO

EXEMPT: NO

DECISION SUBJECT TO CALL IN: YES

APPENDICES: Appendix 1 – Older People Strategy – 1 year update
Appendix 2 – Equalities Impact Assessment

1 Summary and Recommendations

- 1.1 This report asks Cabinet to note the progress of the Slough Older People Strategy 2023-26 which was approved at Cabinet in November 2023. The Strategy set out last year how the Council, working with its partners and experts by experience, will support and encourage 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 'Slough Adults Older People Strategy 23 – 26 - 1 year update' is shown at Appendix 1.

The aim of the Strategy is to ensure that Slough is a place where Older People can stay healthy, remain independent and live at home for as long as possible whilst achieving a good quality of life. This will be through a range of initiatives set out within the Older People Strategy Action Plan. The Strategy has been informed by engagement and co-production with Older People. The engagement confirmed that the Older Person's voice should be central to service development. Delivery of the Older People Strategy Action Plan contained within the Strategy is being overseen by an Older People Steering Group comprising older people, carers, volunteers, the Co-production Network, Council officers and professional stakeholders - including representatives from Thames Hospital and Frimley ICB. The co-chair of the steering

group is a volunteer who has expertise by experience, is Chair of the Over 50 Forum in Slough and is an experienced volunteer with the Coproduction network.

- 1.2 Delivery of the Slough Older People Strategy supports continuous improvement across Adult Social Care and meeting the Council's Care Quality Commission (CQC) Assurance requirements.

Recommendations:

Cabinet is recommended to:

Note the progress made during year 1 in delivering the Older People Strategy Action Plan as set out within the report at Appendix 1.

Reason:

To ensure that tangible progress has been made with the delivery of the Older People Strategy Action Plan as set out within the Slough Older People Strategy 2023-26.

In doing so to ensure that Older People in Slough are supported to live as independently as possible and achieve positive outcomes. This progress update to Cabinet was co-produced with support from Older People in Slough.

Commissioner Review

No comments to add to the report.

2 Report

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

Corporate Plan

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

- Working with partners to target health inequalities and promote wellbeing –
- 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, ^[OB] can affect the extent to which this is possible.
- 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 vision¹ and to address the particular needs of those who might require additional support. These priorities were borne out of national and

¹ Taken from Slough Adult Social Care Strategy 2023.

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.

2.1 Options considered

Options	Pros	Cons
<p>Option 1</p> <p>Deliver an annual progress update concerning the implementation of the Older People Strategy 2023-26 in line with its incorporated Action Plan.</p> <p>Recommended</p>	<p>Transparency, accountability and oversight from Members in the delivery of a Cabinet approved Strategy</p> <p>The progress update is published, reported to Cabinet and accessible to Slough residents</p>	<p>No clear disadvantage.</p>
<p>Option 2</p> <p>Do not update Cabinet on the progress which has been made in implementing the Older People Strategy 2023-26.</p> <p>Not recommended</p>	<p>No clear advantage to not reporting on progress</p>	<p>A missed opportunity to provide information concerning progress.</p>

Option 1 is recommended

Background

The Older People Strategy 2023-26 was approved at Cabinet in November 2023 and provides an opportunity to deliver and 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:

- To reduce social isolation and loneliness for Older People - minimising or delaying Dementia and tackling social isolation.
- For Older People to have a continued sense of purpose to live their best life.
- To live more years in good health.

- To work in greater partnership with the NHS and Public Health to prevent Long Term Conditions including the wider determinants of health.
- To tailor Older People Information & Advice on the challenges that affect them e.g. cost of living, fuel costs, food poverty, etc
- To support intergenerational families best care for their loved ones and with respect to cultural differences.
- To have a choice about where I die through a co-produced end of life pathway.
- To have a range of housing options to suit me in later life.

The Strategy contains an Action Plan setting out a range of initiatives which are being implemented to deliver against the priorities. This first annual report back to Cabinet seeks to note the progress one year on. It recognises the significant amount of work which has been undertaken to create a robust partnership framework to support the delivery of the Strategy. An Older People Steering Group meets on a quarterly basis which is Co-Chaired by the Interim Commissioner for Older People and Carers and a volunteer who has expertise by experience, is Chair of the Over 50 Forum in Slough and an experienced volunteer of the Co-production Network. This oversees a number of Task and Finish Groups led by carers, officers and other stakeholders where Slough residents, providers, professional stakeholders and Council staff meet to develop and progress work through key priorities.

The top priorities taken from the Adult Carers Strategy Action Plan for year one were agreed by the Steering Group and are being progressed through Task and Finish groups.

- **Priority 1** To reduce social isolation and loneliness for Older People approach to minimising or delaying Dementia and tackling social isolation.
- **Priority 4** To work in greater partnership with the NHS and Public Health to prevent Long Term Conditions including the wider determinants of health.
- **Priority 6** - To support intergenerational families best care for their loved ones and with respect to cultural differences.
- **Priority 7** To have a choice about where I die through a co-produced end of life pathway.

The Older people Steering Group also agreed that the following elements were fundamental to the delivery of the action plan:

- Digital and Technology Enabled Care offer included in Priority 3 - To live more years in good health.
- Dementia was a key pillar of Priority 4.

Year 1 has focused on engagement and co-production with individuals making up the membership of the Older People Steering Group.

A full summary of the highlights, challenges and progress against the action plan is included in the update report at Appendix 1.

In brief, some of the key highlights for this year include:

- The creation of the Steering Group that is co-chaired by a Council officer and a resident who is an expert by experience and Chair of the Over 50's forum. The creation of 8 Task and Finish groups led and attended by a range of volunteers, partners, providers, operational professionals. Feedback has been incredibly

positive with people feeling included and having obtained mutual learning through sharing and listening to the depth of experience in the room.

- Steering groups have included presentations by Public Health (sharing the Health Needs Assessment on Falls Prevention), Thames Valley Hospice (sharing the 'End of Life pathway and also associated advanced care planning to support people with their End of Life choices/wishes about where they die) and Commissioning (sharing the ambitions of Slough in the use of technology to support Older People to achieve positive outcomes, live independently and at home for longer)
- Events have been organised for Dementia Action Week (May 2024) by the Memory Clinic, Public Health and the Carers Support and Development Officer
- The Lead Commissioner for Older People and Carers and Lead for Integration in Frimley ICB have started to map out Older Peoples plans across SBC and the ICB to include Ageing Well. The World Health Organisation (WHO) suggests "A life course approach to health aims to ensure people's well-being at all ages by addressing people's needs, ensuring access to health services, and safeguarding the human right to health throughout their lifetime." This includes "Ageing well" which is encapsulated in the Older People Strategy 2023/26,
- The Lead Commissioner for Older People and Carers developed a "How to Guide" as part of a commissioning toolkit for undertaking a qualitative review of care homes. It was used successfully with the Co-Production Network Lead and Healthwatch last year when a residential care home within the area was reviewed.

Some of the challenges include:

- Limited resource to progress the Strategy, including the management of a dual commissioning portfolio of carers and older people.
- Lack of access to formal partnerships forums, for example the Health and Social Care Partnership Board.
- Due to the continued recovery of the Council, conflicting priorities, capacity challenges and staff turnover within teams across other Council departments, there are elements of the action plan that have been delayed. The cross Council review of the 'front door' will enable Older People and Carers who may require information, advice and support can get this quickly and easily to remain independent in their own home and have a good quality of life.

3. Implications of the Recommendation

3.1 Financial implications

There are no financial implications directly relating to the publication of the update on the Older People Strategy. However, the Older People Strategy is funded through Slough

Borough Council's general fund, reflected by current budgets. There are instances of identifying additional external funding through either the Better Care Fund, or external sponsorship. It is important that these opportunities are optimised to increase the funds available for the implementation of the Older People strategy, as Council support is restricted by the value of available budget.

Any procurement activity arising out of the Action Plan will be subject to approval through the Council's Contract Procedures Rules and will only be authorised subject to the availability of budget.

3.2 Legal implications

This strategy is produced in accordance with the Care Act 2014 and Care and Support Statutory Guidance and sets out the steps that the Council has taken and will take to (i) discharge its statutory obligations and promote wellbeing.

3.3 Risk management implications

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

<i>Risk</i>	<i>Assessment of Risk</i>	<i>Mitigation</i>	<i>Residual risk</i>
Insufficient staffing resource to implement the Strategy Action Plan alongside other work activity.	Medium	<p>Recruitment to any vacant posts and staff retention endeavours.</p> <p>Input from Data and Insight, Communications and other functions as appropriate to support elements of action plan.</p> <p>New recruitment planned October 2024 to appoint a Commissioning Officer using Accelerated Reform Funding to help support delivery.</p> <p>More realistic timeframes now incorporated into the Strategy Action Plan.</p>	Low / medium
Insufficient budget to support any	High	Budget availability to be confirmed in	Medium

<p>commissioning intentions arising out of the Older People Strategy Action Plan.</p>		<p>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>	
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3.4 Environmental implications

There are no environmental implications

3.5 Equality implications

A full Equalities Impact Assessment is set out at Appendix 2.

The implementation of the Older People strategy and the work delivered by the steering group and task and finish groups.

The following priorities and actions within the Older People Strategy are seeking to address the challenges related to demand and complexity. The improved management of long term conditions is aimed at improving the health inequalities for residents of Slough.

Priority 1 To reduce social isolation and loneliness for Older People approach to minimising or delaying Dementia and tackling social isolation.

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

Slough has higher demand for support services for the over 65's than the national average and a higher average spend. The increase in demand and thereby in spend is due to an increasing older population and an increase in complexity of need. The Projecting Older People Population Information System predicts that the population of those aged 65 and over will increase by 50% by 2040.

In Slough, the older persons population (aged 65+) is forecast to increase by 16.5% from 2019 to 2025, and 33.2% from 2019 to 2030. In addition to this, the number of older adults in England with medium or high dependency (measured in terms of intervals of care needed) will increase from 1.3m in 2015 to 1.6m in 2035, 1.06m of these people will require high dependency – 24 hour care. 14% of the population are over the age of 65. This is predicted to increase by 16.5% from 2019 to 2025, and by 33% from 2019 to 2030. This is likely to increase pressure upon limited budgets for adult social care.

It is acknowledged that the priority for the delivery of the action plan for year two and year three of the strategy will be the following priorities to address the link between deprivation

and challenging housing situations and the correlation between long term health conditions.

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

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

Slough ranks 8th in barriers to housing and services and 24th for income deprivation affecting older people.

The link between deprivation and challenging housing conditions with poor health is particularly true in Slough. Life expectancy is significantly below the national average and women on average can expect to live the last 24 years of their life in poor health (compared to 20 years on average in England), while men can expect to live the last 18 years of life in poor health (compared to 16 years in England). Key health and wellbeing challenges for older adults in the borough include, smoking, physical inactivity, diabetes, TB, mental health issues and early deaths from cardiovascular disease.

3.6 Corporate Parenting Implications

There are no corporate parenting implications.

3.7 Procurement implications

There are no procurement implications.

3.8 Workforce implications

There are no workforce implications.

3.9 Property implications

There are no property implications.

4. **Background Papers**

None.

Appendix 2

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						

		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>		

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>

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