

Now you see me... now you don't

How are older citizens
being included in regeneration?

Moyra Riseborough
and Chris Jenkins

A report jointly commissioned by Age Concern England
Care & Repair England, Better Government for Older People
and the Beth Johnson Foundation

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Moyra Riseborough and Chris Jenkins

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About the report commissioning bodies

Age Concern England (ACE) is a national voluntary organisation which aims to improve the opportunities and quality of life of people over 50. We work through campaigning, policy development, research, information provision, publishing, training, grant-making and international and European work.

ACE is part of Age Concern, the UK's largest federation of organisations working with and for older people. Age Concern provides vital local services as well as influencing public opinion and government at national, regional and local levels. Every day we are in touch with thousands of older people enabling them to make more of life.

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Better Government for Older People is a local and national partnership in which older people are the key partners. It aims to influence and shape decision-making and policy development at all local levels of governance. By realising effectively the potential of older people BGOP demonstrates not only good practice in service delivery, but how to bridge the gap that can exist between the policy intentions of central/local government, other agencies, and local implementation.

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Care & Repair England is a national charity established in 1986 to improve the housing and living conditions of older and disabled people. Its aim is to innovate, develop, promote and support housing policies and initiatives which enable older and disabled people to live independently in their homes for as long as they wish. It is grateful for the support of the Lloyds TSB Foundation which enabled it to undertake this partnership project.

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Regions for All Ages programme is a major new programme of activity which aims to ensure that the nature of demographic ageing in the English regions is fully understood and that appropriate public policy responses are developed at European, national and regional level to ensure that the evolving regional Institutions within England and their regional partners and stakeholders respond effectively to ageing. Regions for All Ages is jointly sponsored by Age Concern England and the English Regions Network (ERN). ERN is the co-ordinating body for the Regional Assemblies in England. It is designed as an inclusive programme, involving a wide range of organisations interested in regional policy.

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Executive summary

Now You See Me...Now You Don't is a re-examination of how older people are faring in regeneration in 2003 following a report in 2000 called *Overlooked and Excluded*. It updates understanding on how older people benefit from and are involved in regeneration and identifies policy and practice themes where progress has been made or challenges still remain. It also makes recommendations for the future. The report was commissioned by Age Concern England, the Beth Johnson Foundation, Better Government for Older People and Care & Repair England.

Below are highlighted the main messages emerging from the research.

Regeneration: Policy Changes and the Involvement of Older People

Section 1 gives a commentary on regeneration related policy and social changes since 2000 and, drawing on evidence presented in **Section 2**, identifies progress and further challenges.

The notion of regeneration is much broader in scope than it was in 2000. It now includes health improvement activities as well as area-based renewal and targeted regeneration programmes. There has been a constantly changing and evolving policy agenda, which has resulted in a new role for regional bodies in regeneration, new funding arrangements and efforts to join up plans at a local level through Local Strategic Partnerships. Changes in other related areas of policy have also occurred. They include Supporting People and Government policies and guidance such as Quality and Choice: A Strategic Framework for Older People's Housing (2001) and the guidance Preparing Older People's Strategies (ODPM/DH 2003) to ensure that older people are encouraged and facilitated to live independently and have more choice in health, social care, support, housing and other areas of their lives.

The Government is more interested in engaging with older people. Different mechanisms have been established to aid consultation including initiatives started under the Better Government for Older People programme, by Age Concern England, Help the Aged, Beth Johnson Foundation, Care & Repair England and other voluntary organisations. There are more older people's forums and seniors groups that are linked to local government and they influence policies and strategies. However, forums and engagement processes are not well developed everywhere and consultation isn't always effective in delivering change.

Where are we now? Progress, gaps and challenges

Greater diversity was reported by older people's organisations and in successful regeneration bids in 2003 compared to 1999/2000. The majority then were service oriented and although some included older people in planning bids and in delivering programmes, older people tended to be mentioned primarily as the beneficiaries of care and support services. In contrast, in 2003 projects cover a wider spectrum including self-employment amongst older workers and training and education across the generations. More Black and Minority Ethnic (BME) Elders and communities are involved while evidence was supplied showing that older people are increasingly involved in planning and benefiting from regeneration on many fronts.

By any standards these are largely positive and welcome changes. However, challenges remain. Older people are present particularly at a local level in area based regeneration and in wider programmes with a health or intergenerational focus but they, or their representatives,

are less obvious when it comes to renewing our cities and town centres. Some of the results of policy changes to make planning more coherent have resulted in better arrangements locally but fault lines have opened up between local areas and regions, partly because they aren't well linked and consequently regional bodies such as Regional Development Agencies (RDAs) don't necessarily access the lessons from local practice. This could be transitional because engagement with regional organisations and programmes is in its early days, although there is evidence of some progress as Age Concern and the English Regions Networks *Regions for All Ages* programme has emerged. Nonetheless there is little sign that local, regional and national policy is coming to terms with the full implications of having an ageing society.

Despite the fact that older people are highly diverse there is still a tendency to lump all older people together. Age discrimination and ageism are noted as factors which impact on the engagement of older people in regeneration.

Our view is that despite progress on involving older people in regeneration there is a tendency for 'fault lines' and gaps to open up between different departments in local authorities, different agencies and different levels in government.

Older People Making a Difference—Illustrations and Examples

Section 3 presents examples of projects and activities that illustrate key themes in the report and concludes with learning points which emerged from the research.

Inclusion Broadly there is progress on inclusion. Older people's organisations have taken up the challenge and have shown they can work with and influence a continually evolving regeneration agenda. Older workers and learners are more likely to be referred to in employment, training and local learning strategies and programmes than they were in the past.

Policy changes and impacts Recent Government policies and changes to improve regeneration were welcomed on the whole by older people's organisations with the Better Government for Older People programme providing a focus for the development and promotion of a range of local initiatives involving national and local partners. In some areas older people have become central to the local policy agenda and have a growing influence – these are huge changes and other local areas are beginning to catch up although it is much harder in two-tier and rural areas.

Problems, gaps and challenges Challenges arise from new roles for regional bodies and new regional structures. Older people's groups reported variable experience of and links with regions. Older people's organisations are working hard to tackle regional gaps and raise awareness. Older people can easily be left out of efforts to develop city and town spaces. There is a great need for education backed up by coherent and crosscutting anti-age discrimination practice and policies. There is a growing body of evidence of good practice from older people's forums and other action groups– it's time it took on board good practice on including and working with older people. Applying for funding and managing bids from different regeneration funds and European sources is hard work and costs time and money – Capacity Building and adequate resources for voluntary and local community organisations is necessary if older people are to be actively involved.

Recommendations

Recommendations to Government

- To take a lead to encourage other tiers of government to explore the full implications, challenges and opportunities of having an ageing society.
- To introduce legislation and guidance to tackle age discrimination and ageism that includes and goes beyond discrimination against older workers.
- Provide guidance to all Government Departments and executive agencies working in the regeneration field to ensure that they recognise the nature and implications of population ageing and engage actively with older people.
- Aim to remove perverse incentives in income tax arrangements and pensions schemes that discourage older workers/people over retirement ages from continuing in the paid workforce.
- We recommend that performance targets be introduced to increase the level of inclusion of older people in:
 - Strategic planning and service design, including targets on Government priorities to create a broader range of accommodation and housing options including services to enable older people to avoid long-term care.
 - Employment and self-employment.
 - Making decisions about their local communities, including city and town renewal.
 - Community capacity building.
 - Regeneration bids led by and including older people, including those from BME and diverse communities.

Recommendations to Regional Bodies

- Regional bodies should recognise the strategic importance of population change to the opportunities and challenges facing their regions in a range of policy domains and work actively to address them.
- Older people should be given a voice at regional level and a role to age proof policies, programme and practice.
- Better links should be made with local regeneration partnerships.
- Renewal and regeneration programmes should ensure that area-based initiatives and small-scale community initiatives effectively include older people.

Recommendations to Local Strategic Partnerships (LSPs)

- LSPs should recognise the strategic importance of population change to the opportunities and challenges facing their localities in a range of policy domains and work actively to address them.
- Good practice on including older people in regeneration should be followed.
- LSPs should take account of/help to deliver older people's strategies when considering LSP objectives and methods to engage with communities.
- Partnerships should use age proofing to ensure that plans, policies and strategies do not discriminate against older people. Plans and policies should include and reflect all older people's diverse interests and concerns.
- More regeneration bids should be developed with older people including BME Elders.

Recommendations to Older People's Organisations

- Make concerted efforts to encourage introduction of legislation and culture change activities to reduce age discrimination.
- Continue to develop good practice on involving older people in regeneration by focusing on:
 - Getting in at the start – seeking representation of older people in regeneration partnerships.
 - Getting into the regions – working with Regional Assemblies, RDAs and Government Offices for the Regions to ensure older people are represented.
 - Sharing experience – mentoring and partnering between organisations to create more bids, more initiatives and share good practice.
 - Developing more bids to stimulate the economy which use older people's expertise and skills.
 - Monitoring how older people are being represented.
 - Greater inclusion of older people from Black and Minority Ethnic groups and diverse faiths.
 - Working in closer partnership with local authorities.
 - Creating/demonstrating effective engagement of older people in decision-making.



‘Our society
as it ages
has the power
to fundamentally
alter the future shape
of our towns and cities.
I see this as a golden
opportunity.’

Barbara Roche MP
Help the Aged Annual Lecture, 26 February 2003¹

Introduction and background

This report was commissioned during a period of enormous social and economic change. Public policy is shifting to accommodate these changes and regeneration policy is a vitally important strand. Regeneration policy and funds are crucially shaping where we live, the services we have, our well-being and the social and economic opportunities available to all. Substantial amounts of funding going into our neighbourhoods and services, housing, transport and community and voluntary activity come from regeneration sources. For example, a fund of £900m has been committed for the Neighbourhood Renewal Fund from 2001–04 plus a further £975m for 2004–06.

Regeneration is also intended to tackle the causes of social exclusion and discrimination. Knowing about regeneration and understanding how older people are sharing in it is, therefore, important.

At the same time our population is ageing and the many implications that arise need to be taken into account. This report is intended to contribute to debate on future policy and practical decisions on how programmes to improve lives and places are shaped.

The report reviews older people's involvement in regeneration in England today. It describes the rapidly changing context for regeneration and identifies progress on involving older people compared to an earlier report on the subject published by Age Concern England in 2000. It also describes where older people are missing from regeneration, presents examples of projects, good practice and learning points and recommends changes to improve matters. The report is aimed at older people and older people's groups, regeneration partnerships, local and regional policy makers and Government.

Traditionally a range of different policies targeted social and economic problems chiefly, long-term unemployment, bad and inadequate housing conditions, poor educational attainment levels and crime. Policies were often focused on areas with high indices of deprivation and were closely associated with the decline of industrial areas and the inner cities. Modern regeneration policy emerged over the last decade. It has developed a focus that covers physical infrastructure, housing, crime reduction, jobs and training evident in former policies but also aims to improve social, community and health opportunities in the very broadest sense. The breadth reflects Governmental determination to 'join up' policy in a concerted effort to understand and overcome the web of deeply rooted and changing problems that affect us as a society.

Older people benefited from and participated in at least some of the programmes carried out under former policies but they were often an afterthought. Gradually, and particularly in recent years, older people figured more often in plans to revitalise local areas. Now there is evidence of the contribution they make.

What we mean by older

The term older is contentious. It is used in the report to reflect the fact that distinctions are made in public policy according to chronological age and distinctions permeate into public services and legislation. Distinctions are not applied consistently. For example, employment

practice tends to refer to 'older' workers, that is, people over the age of 50. People are not eligible for state retirement pensions, also used to distinguish who is older, until they reach a different age (currently 60 for women and 65 for men but changing to 65 for both genders between 2010 and 2020). The report refers to distinctions as they are used in policy and programmes to deliver policy. It does not endorse any particular definition.

What we mean by diversity

By diversity we mean individuality and difference expressed through sexual identity, gender, faith, race, culture, disability, education and life experiences. These are familiar expressions of identity and belonging that transcend age differences. It is also important to recognise that ageing crosscuts each of these identities. As can be seen in the report, it may not always be relevant to mention them when talking about regeneration but when we are talking about regeneration as a tool for combating social and economic exclusion we have to be clear that diversity is part of people's identity and their exclusion, regardless of age. Currently national regeneration policy sets targets aimed at increasing take up or participation amongst particular groups. A particular target has been to increase take-up and participation amongst Black and Minority Ethnic (BME) groups and to extend benefits from regeneration activity to more people from BME communities.

Comparisons: looking back

The 2000 report *Overlooked and Excluded. Older People and Regeneration*, published by Age Concern England stated that older people were often marginal in or were at worst excluded from regeneration policy and practice. Then as now funds for regeneration have to be competed for, and funding bids tend to be made by partnership groups led by local authorities, statutory organisations and large voluntary organisations. In 2000, although regeneration partnerships included community groups and representatives from local communities, older people's groups and individual older people had to work hard to be accepted as serious and equal members. Older people were often seen as one-dimensional people who needed services or were passive recipients. They were often ignored when regeneration partnerships conducted assessments of local communities to identify how people could come together to improve local situations. There were exceptions where regeneration partnerships worked closely with community groups including older people and the report gave examples.

Overlooked and Excluded also described the policy context for regeneration. Policy changes were being made to broaden the kinds of work done under regeneration from a narrow concern with jobs, training and economic activity, to consider the social changes that would make a difference to people in deprived communities. These changes were taking time to appear in practice and there were tensions because economic issues tended to dominate. Government plans to give the Regional Development Agencies (RDAs) a stronger role in regeneration increased the level of tension. Fears were expressed that this move would result in a return to narrow economic objectives and exclude local agencies and communities.

The report presented examples of innovative regeneration projects that involved or were led by older people. They demonstrated the positive outcomes for everyone from including older people in regeneration.

A series of recommendations were aimed at Government, RDAs, regeneration partnerships and older people's organisations. The main thrust of the recommendations was that policies and guidance should explicitly require regeneration partnerships to include older people from the time a partnership is assembled and the bid for funding is planned through to delivering the successful bid. In order to achieve these changes the report suggested that good practice on involving older people should be followed by all. It was suggested that everyone should be reminded of older people's diversity, skills and talents as well as their needs for services.

Coming up to date

Regeneration and all it means has changed. As predicted in 2000, RDAs have indeed acquired a stronger role but this is only one of a number of changes at the regional level. New regional structures for policy-making and regional arrangements for allocating funds have also emerged. Quite suddenly regional bodies and structures are having large areas of responsibility transferred to them from local and central Government. Responsibilities include housing investment, regeneration and economic development.

There is considerable activity between large older people's organisations and regional bodies. For example, Age Concern England is involved in a programme of activities to engage all regional bodies in discussion about ageing and older people and the programme includes developing an advisory group involving Government Offices, Regional Development Agencies, Regional Assemblies and other regional stakeholders. A key objective is to ensure that regional strategies are developed in tune with older people's capacity and concerns. A Conference funded jointly with the English Regions Network was held in March 2003. It involved representatives from all the English regions and Assemblies and explored the impact of having an ageing population on the regions (see *Regions for All Ages*, The Conference, Age Concern England, 2003). The work being done through this programme complements initiatives being taken by Age Concern regions in partnership with other stakeholders from all sectors on this issue.

Some regeneration partnerships have developed strong links with older people's organisations and community groups at local levels. There are signs that policies aimed at strengthening local democracy by involving older people in decision-making are working across local agendas in some areas including regeneration. Work to develop holistic strategies across many policy themes for older people is also taking place. These are all signs of progress. However, they are not happening everywhere. In addition, awareness of regional changes and contact with regional bodies is less evident locally. Interviews conducted for this research, with local older people's groups, and officers in selected local authorities working with older people's groups, revealed concerns that the understanding they had achieved, which increasingly acknowledged older people as equal partners in the regeneration process, could be lost during changes in structures at local and regional level. There was a strong sense that policy and structures were changing so quickly it was hard to hold on to the good practice that had been learned or to cope with the volume of change. Change brought unexpected problems. There were indications that older people's interests and issues affecting them were falling through gaps as a result of local re-organisation and planning across services and departments.

At a national level Government has acknowledged older people's capacity to contribute to every aspect of social and economic life. Government has also responded positively to campaigns by older people's groups to explore problems and identify solutions. The Better

Government for Older People programme and subsequent network has made an impact and brought about many changes. There are more informal and formal opportunities for a wide range of older people's groups to talk and work directly with Government and key Departments and agencies as a result of the Programme and the work of the sponsoring organisations such as Help the Aged and Age Concern. Government has a Cabinet Committee to specifically oversee and consider older people's issues and concerns. The Inter-Departmental Housing and Older People Development Group (HOPDEV) is helping shape better policy on housing and support from the perspectives of older people. HOPDEV members include older people, senior civil servants, older people's groups and experts.

The research for the report

The research involved desk top research, website searches, documentary collection and analysis, telephone interviews using a prepared topic guide and some limited face to face visits and interviews. Information sources include a trawl of SRB 5 and 6 bids, website and document searches of Regional Development Agencies, Regional Assemblies, reports from and interviews with Age Concern organisations, reports from Age Concern England, the Beth Johnson Foundation, the Better Government for Older People Partnership, Help the Aged, Care & Repair England and local projects of diverse types and sizes. The commissioners provided helpful contact lists including information on projects they knew of. In addition, the researchers drew on some of their previous research on developing integrated strategies for older people for several local authorities and the Department of Health and the Office of the Deputy Prime Minister. Appendix A (page 48) provides more details about the research.

References

¹*Quote from a lecture by Minister for Social Exclusion and Equality, Barbara Roche MP, Help the Aged Annual Lecture, 26 February 2003.*

Section 1 Regeneration: policy and social context



Section 1

Regeneration: policy and social context

Section 1 considers the changing meaning of regeneration in the context of a fast changing policy environment. It also provides an overview of demographic change in the older population. Conclusions to the section interpret the implications and sum up the challenges from a changing context.

What regeneration means today

Regeneration gradually acquired a broader meaning compared to area-based initiatives of the past that focused on improving the housing, jobs and inward investment in tightly defined spatial areas, particularly in inner cities. Today regeneration is used much more loosely to refer to a mixed bag of housing and environmental improvements, social, health, educational, economic and other projects. Although they are concentrated in certain locations experiencing decline and/or deprivation, they include towns and rural areas, the peripheries of cities and urban areas as well as the traditionally targeted former industrialised areas and inner cities.

Three themes are prominent in regeneration today. They are:

- Improving quality of life and long term opportunities.
- Tackling long term decline.
- Reviving areas and creating a new cultural renaissance.

The reasons regeneration has a broader meaning stem from a changed public policy that emphasises the need for holistic interventions to improve quality of life in declining areas and from the recognition that local communities are part of the solution. Regeneration is also increasingly associated with the idea of modern renaissance involving cultural and heritage activities intended to revitalise towns, cities and, rural areas. These activities include encouraging the arts and providing prestigious spaces and opportunities to enjoy diverse cultural activities including more activities with multi cultural communities.

As a result regeneration is no longer measured only in terms of job creation, inward economic investment or housing and physical infrastructure targets. Initiatives and programmes of various types exist. Regeneration programmes also aim to tackle social and economic issues over a longer time scale compared to the past.

Changes in the policy environment

Since 2000 Government policy on regeneration has been thoroughly shaken up and regeneration has been aligned with policy to combat social exclusion. Regeneration links across to other policy themes on tackling deprivation, low income, the causes of poor health, poor education, crime and vandalism, lack of a skilled workforce in certain areas and poor public services.

Regional focus

A regional focus is more strongly evident in today's public policy for England compared to the past. For example there are:

- Moves towards regional government.
- New regional bodies to decide on policy areas for their regions and allocate funds according to priorities set at regional levels.
- Moves to establish new and enhance existing regional and sub-regional planning bodies.

New regional decision-making structures in England (and national governments in Wales, Northern Ireland and Scotland) that oversee pots of funding and decide on regional priorities have been seen as the most significant changes. A highly important funding stream, the Single Regeneration Budget (SRB) is now part of a larger Single Pot fund administered by the Regional Development Agencies (RDAs).

Spending and planning for social housing and land use, which are important ingredients in regeneration, are also switching from the present central-local arrangements. Local authorities, the Housing Corporation, housing associations and English Partnerships are expected to work and plan at regional and central rather than local levels. New regional housing boards have been established to oversee spending and planning priorities across local authority areas. A regional pot for housing investment will be introduced from April 2004, which will contain the two main funds allocated by Government for developing new social housing (local authority Social Housing Grant and Housing Corporation grants). Regional Housing Strategies are currently being developed by the new regional housing boards and will help determine how funds are distributed to local authorities and housing associations from 2004. These are all aspects of Government policy on the regions announced in the Sustainable Communities' Action Programme (ODPM February 2003).

New policies and agencies

Important policy changes were announced in a White Paper on Rural Areas, Our Countryside the Future (DTLR, 2000), the first for many years. The England Rural Development Plan and the Rural White Paper are key policy instruments for rural areas. The White Paper identifies main priorities for rural communities including the need to raise the capacity of local communities to take an active role in the regeneration of their areas. The need to tackle rural decline and deprivation and their sharpening effects in the wake of foot and mouth led also to the creation of two Rural Action Zones in 2002.

In 2001 the Government published New Commitment to Neighbourhood Renewal: A National Strategy Action Plan. The strategy followed from a report produced by the Social Exclusion Unit a year earlier, which brought together the findings and conclusions of eighteen Policy Action Teams on the causes of, impacts from and potential solutions to social exclusion. Regeneration and renewing local communities are central themes in the Strategy.

The Neighbourhood Renewal Unit was established within the Department for Transport, Local Government and the Regions (DTLR), which is now part of the Office of the Deputy Prime Minister (ODPM) to implement the National Strategy Action Plan. Under the Plan local authorities were required to set up Local Strategic Partnerships (LSPs). LSPs were given responsibilities for producing a local plan to implement a neighbourhood renewal strategy and

framework for co-ordinating renewal priorities to be followed by everyone. Local authorities were also charged with producing crosscutting community strategies aimed at bringing increasing numbers of local plans and strategies together in one vision and action plan for a locality (or combine the sum of community strategies in the case of two-tier authorities). These are not to be confused with Communities Plans, which largely focus on housing and planning, although there are links across them.

In 2002 the Government announced its intentions to make community cohesion a key policy theme. Also in 2002 the Government published a White Paper setting out its intentions to provide elected Regional Assemblies where these are wanted (May 2002) which has been followed by announcements of referenda in the three Northern regions in October 2004. In addition to structural and decision-making announced in *Sustainable Communities: Building for the Future*, described earlier, the policy document also sums up Government policy and future plans on actions needed to sustain different communities across England facing different pressures. They include communities in the urban north of England where housing markets are collapsing and demand is falling and communities in London and the south east which have excessively high house prices, overstretched social housing markets and a desperate need for more housing. The differences between regions are highlighted in the document and solutions include demolishing properties in some areas and building on a large scale in others.

Reference is made to expectations that existing partnerships and arrangements that enable local groups to be involved in regeneration and have a better quality of life should be able to continue. However, the mechanisms to do this are not described.

Extra funds are mentioned to extend Home Improvement Agencies' work (HIAs) to help older people and disabled people obtain repairs and adaptations so they can stay in their homes. Local authorities are reminded that they can raise funds and give loans to help older and disabled people to carry out adaptations. Plans are announced for changes to give local authorities more freedom to raise capital loans to deal with local needs including regeneration activity.

There is growing recognition that older people are important stakeholders in rural and urban communities both as consumers of goods and services but also for the widespread contribution they make to economic development and community life. Alongside the development of integrated regeneration policy a series of policy changes have been made that are designed to integrate health, care, housing, and support service planning and improved delivery to benefit older people. In addition the need to make further links between housing, care, support, health and transport and regeneration is recognised in, *Quality and Choice for Older People's Housing: A Strategic Framework* (DETR/DH 2001) and in Government guidance, see *Preparing Older People's Strategies: Linking Housing to Health, Social Care and Other Local Strategies* (ODPM/DH 2003).

Finally, there are two areas of current change that are worth noting. First, the provisions included in the Rural White Paper (2000) are being reviewed in the light of shifts and changes in linked policy areas. Amongst others Age Concern England are involved in the review process. Lord Haskins was appointed to review the mechanisms for delivering rural policy. A review report has been produced (November 2003). The recommendations include rationalising/ merging the number of agencies responsible for delivering rural interventions. Second, while it is doubtful that all English regions will move at the same time in favour of Elected Assemblies a pattern of regional convergence in governance is nonetheless emerging across the regions as a result of the White Paper and preceding initiatives.

Funds for regeneration

Regeneration money comes from UK specific funds and European wide funds. UK funds include SRB monies. SRB had six bidding 'rounds'. SRB funds were moved into the RDA single pot in 2002. More recent projects draw on funds for regeneration from the RDA Single Pot.

There are also renewal funds available to local authority areas with significant deprivation. 88 deprived local areas are currently receiving funding from the Neighbourhood Renewal Fund (£900m from 2001–04 and £975m 2004–06) and from a £45 million Neighbourhood Management Pathfinder Scheme. Added to this are funds for Health Action Zones, Education Action Zones, Employment Zones, New Deal for Communities, Sure Start, New Start, Crime Reduction Programme, and Special Grants for voluntary and community groups in cities and towns being regenerated. Many spatially focused funds are intended to complement and overlay funds for regeneration for identified deprived areas in urban and rural areas. Additionally, there are funds for former coalfield areas and special funds for rural areas affected by Foot and Mouth Disease.

The European Union has four main sets of funds available for 'structural' purposes, that is to develop different economic sectors and regions. These are:

The European Social Fund

in England managed by the Department for Education and Skills.

The European Agricultural Guidance and Guarantee Fund, and Financial Instrument for Fisheries Guidance

(England) managed by the Department for the Environment, Food and Rural Affairs.

The European Regional Development Fund

Managed by ODPM.

The Government Offices for the Regions administer these funds and work closely with RDAs.

Taken altogether the funding programmes have:

- A spatial focus.
- An economic/social focus.
- Attention to small or neighbourhood area focus with scope for ideas from local communities to be pursued and,
- Links to broader plans, for example, crime reduction, health improvement or raising educational attainment levels.

Regeneration funds are usually matched with funding from other sources including health improvement or accident/ill health prevention money. Getting involved in regeneration puts additional demands and strains on voluntary and community groups. A key problem is that groups are expected to account in great detail for the money they received and they have to report regularly to regeneration partnerships. They also have to keep track of targets set for the project, which are attached as funding conditions. Regeneration funding is usually retrospective. This means that voluntary and community organisations have to find other funds to 'front end' a project.

Demographic shifts, changes and challenges

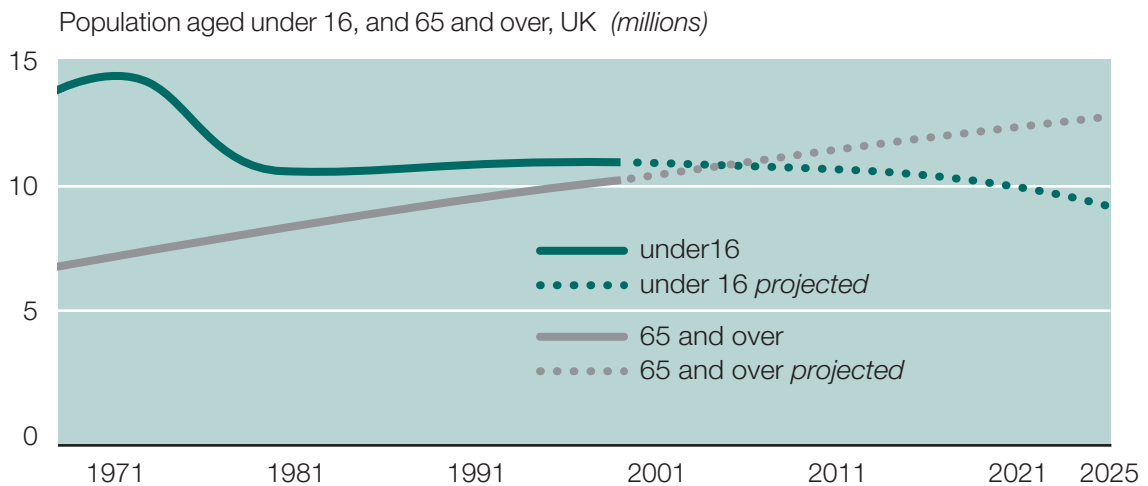
Having an understanding of where people live, a clear idea of their needs and aspirations and of their characteristics in terms of ages, wealth, health status and ethnicity is important because it indicates who should be planned for and whom planners should be working with. Recognising how populations are changing is equally important as a result of demographic and related factors. It is particularly important when regeneration activities are proposed because the composition of local populations varies from place to place.

The 2001 Census confirmed a rise in the number of people surviving beyond state retirement age and a dwindling birth rate. These trends have led to an unprecedented shift in the balance of the population with people over 60 years old outnumbering children under 16. The number of people living into advanced older age, over 85 years, has significantly increased from 900,000 in 1991 to 1.1m, an increase of 22%. The results of the age balance shift are illustrated in figure 1 below.

Black and Minority Ethnic (BME) groups tend to have a younger age structure than the rest of the population. Approximately 7% of the BME population is over 65 years old. The largest older BME group is composed of people describing themselves as Black Caribbean while the next largest groups are Indian and Chinese respectively.

The shift in the age structure of the population has been occurring over a century. For example over the last 50 years the population aged 60 and over as a percentage of the whole population, has increased from 16% to 21% and the percentage of people in the whole population aged over 85 has increased from 0.4% to 2%.

Figure 1 The ageing population



Regional differences

Population change is not occurring evenly across the UK and there are strong national and regional variations. Between 1981 and 2001 the UK population as a whole grew modestly by 4.3% but while some regions such as the South West of England, the South East and East England saw population growth; the North East and parts of the North West experienced

a decline. Across the UK there has been a tendency for population decline to affect urban areas, particularly areas characterised by having inner cities, for example, Manchester, Liverpool, metropolitan areas in the West Midlands and most inner London areas. The reverse is often true of rural areas although statistics below the regional level can show significant variations. For example, although the North East has a declining population, Northumberland's population is continuing to grow. The proportion of the older population in the region is also growing particularly in Durham, Cumbria and Northumberland.

Proportionately fewer older people live in urban areas than the countryside and the mean age of adults in rural areas is 50 compared to 42 for adults in the big towns and cities. The workforce, as currently defined, in rural areas also tends to be older. For example, the workforce in the South West is older than it was 20 years ago. The region is seeing a decrease in the number of 15 to 29 year olds and a higher proportion of people aged 30 to 59. In addition, the percentage of older people in the whole population across the region is very high at 22% and over. In England, only Norfolk, East and West Sussex and the Isle of Wight have such similarly high percentages of older people in their populations.

There are implications from having an ageing population and a decreasing younger population for just about every aspect of social and economic policy and civil life. Much public debate has focused on a small number of issues perceived as problematic including:

- A longer period of 'retirement' from the paid labour force for most people as a result of both earlier retirement and longer lives.
- A longer period of 'active' and healthy retirement on the whole for most people although this experience is not evenly spread. Older people in deprived areas, BME elders and older people from lower income groups have more health problems and long term limiting illnesses than the majority.
- Increased demands on the state to fund additional services, provide pensions and welfare income.

There has been less public focus on a range of other issues which ageing presents:

- How an ageing population will change the nature of the population requiring and providing care with more focus required on elder care.
- The decline of the number of younger people joining the labour force, adding an accelerator to the consequences of the ageing of the existing population.
- A shortage of skills and experience in some professions, trades and occupations.
- More opportunities, and pressure, for older people to contribute to the paid labour market.
- Higher demands for housing in locations older people want to be and increasing demands for adaptations and related infrastructure issues linked to transport and access to public and private facilities.
- More opportunities to engage older people in civil life, voluntary and community organisations and draw on their experience and expertise.
- The opportunities for economic development linked to the purchasing requirements of older individuals.

It is generally acknowledged that BME communities are in the process of ageing. There are implications for the way services and localities are planned. There has been a persistent tendency in service planning to overlook the kinds of needs and services that BME communities require, particularly where numbers of people from different BME groups are small. BME populations are unevenly spread around the UK. London has the largest BME population while the West Midlands has the second highest concentration of BME groups. The North East has the lowest BME population. There are signs that BME communities are becoming better involved in planning services but progress has been painfully slow.

A discussion with a range of local authorities hosted by the ODPM and DH sponsored Housing and Older People Group in 2002 found that there had been little real progress in fifteen years. There are lots of good practice examples and projects but BME elders and BME communities still tend to be on the edge of regeneration and there are not enough services that respond to their needs and wishes appropriately (for more information see Appendix B, page 52.)

Rural-urban differences

The vast majority of people live in urban areas particularly in towns and cities but more people are moving to rural areas. Mid year population estimates for England by the Office for National Statistics (ONS, 2002) showed a three times faster rise in the population in rural districts compared to the population in urban areas, by 11.65% and 4.2% respectively. Most importantly more older rather than younger and middle-aged people live in rural compared to urban areas including London. The shift in where we live is partly accounted for by growing out migration to the countryside from urban towns and cities in the period leading up to or soon after people reach state pension age.

Research by Keele University on growing older in socially deprived areas (Scharf *et al*, 2003) found that indigenous older people in these areas face multiple risks of social and economic exclusion. They suffer the consequences of poverty, which deepens over time, are more likely to fear crime and experience increasing isolation and loneliness. Yet, older people even in the most deprived areas often have strong attachments to their neighbourhoods and a third of them participate in civic life through volunteering of some description.

This being said, it is also the case that older people represent a large part of the productive capacity within communities performing many community and voluntary roles. The 'social capital' older people represent in deprived communities, both rural and urban is, therefore, something that should be acknowledged. In addition the power of their income can represent a critical contributor to rural economies as was witnessed in Cumbria during foot and mouth, where the contribution of pension income kept much of the Cumbrian economy going whilst agricultural and tourism revenues collapsed.

Evidence from rural areas suggests that people of all ages experience deprivation and exclusion differently to their counterparts in urban areas (see, for example, Le Mesurier, *The Hidden Store: Older People's Contributions to Rural Communities*, Age Concern England, 2003). There are pockets of high deprivation in rural areas that can be hidden due to their proximity to, or being part of, areas of high income. (See for example, work by the Social Disadvantage Research Centre and Chandola and others (forthcoming) to develop new indices of deprivation for ODPM, cited in a stage 1 consultation report by ODPM in 2002).

Conclusions

Interpreting the changes and understanding the challenges

The section started by considering the broader meanings regeneration has acquired and suggested that it could be a good or a bad thing. Policy change has encouraged a more diffuse approach to deal more effectively with a range of social as well as physical and environmental problems amongst different populations in different areas. By and large it probably is a good thing as it enables the development of more holistic approaches to economic and social challenges but it can lead to a situation where virtually any intervention can come under regeneration.

There is a danger that by casting the net so wide the fundamentally important things are forgotten. The old area based improvement programmes that predated regeneration today had their problems but they were also instrumental in dealing with fundamental needs such as having access to decent housing, adaptations, repairs and being able to afford a warm and secure home.

The section also refers to the volume of policy change over the last few years. The main themes and objectives refer to holistic and 'joined up' strategies that work across policy areas to create, hopefully, sustainable communities. A variety of funds are available for regeneration for large and small projects. Increasingly funds are being administered regionally. The section highlights the changing role of regions. The full implications are still emerging but it is evident that regional and recent policy changes are part of a raft of changes introduced by the Government to knit policy together. In essence policies aimed at local areas are intended to sit under and be guided by national policy themes, regional strategies and priorities.

A greater focus for the regions has its advocates and opponents. There are opportunities for more strategic analysis of regional issues and to pool resources and deal with problems that affect a significant part of a region or population in the region more effectively. For example, some of the most deprived areas contain some of the worst housing conditions and people from Black and Minority Ethnic (BME) groups, including a rising number of older people, suffer from poor housing conditions more than other group in the population. At the latest count, BME households occupy 40% of non-decent homes.

There are concerns that new structures are being put in place at a regional level too quickly. Local housing authorities have expressed their dismay at some of the changes particularly the loss of social housing grant. Local community organisations have developed relationships with local authorities and partnerships at a local level including the relatively new LSPs. It is unclear how LSPs that work across health and care and link with housing and support services will work with or have a voice in regional planning for regeneration and housing.

Some older people's organisations, such as Age Concern and large voluntary groups have carefully tracked changes in policy and they have worked hard to develop strategic alliances on ageing at a regional level. A key contribution they are making is providing evidence on population ageing and issues affecting older people while also promoting older people's capacity to contribute to a better society. However, local older people's organisations are not necessarily as well informed or connected. There is scope in the large strategic plans of regional bodies to take small areas, small groups, community and highly local issues into account but there are few mechanisms at present to make it all work.

The section also described demographic change and sketched out some of the implications. Whilst there are benefits in having an ageing population, these are not often focused on in public debate, which tend to focus on negative aspects of ageing.

Are older people mentioned more or less in the broad policy context we have now compared to the past? The answer is yes. The question remains as to the whether older people's views are valued and acted upon to the same degree that they are mentioned.

Older people tend to be mentioned in relation to specific aspects of policy, such as, the population most affected by poor housing conditions in declining areas or as the people who are most likely to need services and to have poor health in deprived areas. Their concerns are not valued in policy discussion and plans on matters that deeply concern and affect them, for example, the closure of rural post offices. Their contributions to communities are often overlooked.

To ensure older people are involved in regeneration it would help if there were clear objectives and targets. The obvious choice seems to be to link regeneration to older people's strategies. Unfortunately at the moment, older people's strategies are missing in the approach taken by most, but not all LSPs. So far there are no carrots or sticks to encourage direct links between Regional Housing Strategies and district, county wide or unitary level older people's strategies. There are also no targets set for RDAs to ensure older people are included in regeneration and other economic and infrastructure plans, including transport. These are all instruments commonly used by Government to steer policy in the desired direction. It is appropriate to say they should be applied in the case of older people.

Section 2 Where are we now? Progress, gaps and challenges



Section 2

Where are we now? Progress, gaps and challenges

Section 2 considers the local setting for regeneration and older people and reflects on recent experience of key organisations that work with and on behalf of older people.

Can regeneration join up locally and include older people?

The policy changes mentioned in Section 1 aim to ensure that regenerating local areas is done in a strategic and co-ordinated way. However, doing this involves tasks that cut across different agencies with different functions and responsibilities as well as different funding streams in local authority departments. For example, responsibilities for funding and planning policies on economic development, urban renewal and managing and improving social housing which all play a role in regeneration and older people's lives, are generally split between different local authority departments. If we add in to this list local authority responsibilities for administering grants for repairs, insulation and home safety and Disabled Facilities Grants (adaptations) the enormity of the task starts to emerge.

Not surprisingly questions have been raised about the extent to which local authorities can fulfil the strategic priorities they are obliged to get involved in and report on when decisions that affect them are taken by other agencies and departments (see, for example, a Position Paper by Age Concern England, September 2002) and advice offered by Quest (2003).

This is not to say that a co-ordinated and planned approach cannot be achieved, rather that the process requires commitment from all stakeholders. The Liverpool Housing Action Trust (HAT) has successfully involved older people at the heart of its regeneration work. Their lesson is:

If housing and care for older people are accepted onto the wider regeneration agenda, social landlords and care providers are much more likely to come up with local frameworks for service delivery which work for the whole community.

More examples can be found in DH and ODPM 2003 Preparing Older People's Strategies and from the BGOP website.

Getting involved in regeneration

There are two aspects to this. One is applying for funds. The other is how older people are consulted or involved as part of the community in the regeneration process.

Voluntary organisations and community groups have several options. They can get in at the start and join an embryonic partnership that is preparing to submit a bid for regeneration funding. Alternatively they can apply for funding after a partnership receives an award. In these cases organisations usually apply for a grant from the regeneration budget allocated for community and voluntary activity.

Older people and older people's organisations may be included in the regeneration process in various ways. For example, by:

- Providing information on needs for services or other improvements/ changes to inform the bid.
- Becoming members of the group to develop the bid and deciding what goes in it in broad terms.
- Being involved in the partnership board or a local committee that is part of the regeneration partnership structure or, the Local Strategic Partnership (LSP).
- Being actively involved in projects to deliver specific aspects of the regeneration plan, for example, skills training and capacity building or providing a local service or enterprise.

Progress and gaps

Responses from local Age Concern organisations, the Better Government for Older People Network, Care & Repair England associates and other older people's organisations to requests for information from us, indicated that there has been progress since our 2000 report. Some older people's organisations referred to the impact the report had made on them, saying it had stimulated them to get involved in regeneration and tackle gaps and inadequacies in their local areas.

The projects and bids examined in 2003 show more diversity. BME elders, community and faith groups are being targeted for inclusion in regeneration activities by older people's groups more frequently than in the past. In 2000 we found that most regeneration funding was obtained for services including improving services and involving older people in service delivery but it was less common to find regeneration projects that routinely involved older people in deciding on and contributing to wider social, economic, educational and physical issues. In 2003 there were signs of improvement.

Responses from local regeneration partnerships are also encouraging and, indicated that some local authorities took earlier criticisms about overlooking older people to heart. Older people's organisations indicated that they were for the most part involved in Local Strategic Partnerships (LSPs). Some said LSPs were a good vehicle for partnership working across agencies and for ensuring that older people's concerns were raised coherently. Local older people's organisations also reported that they were more likely to be included in regeneration planning and were better informed about opportunities for regeneration funding than in 2000.

However, comments were made about gaps between regions and local planning groups including a lack of clarity on how LSPs can link to regional agendas.

Older people's forums and community groups are not developing everywhere but are increasingly widespread and they have led to older people's views being listened to by policy makers. In addition older people are regularly consulted on many kinds of topics and services. Social Services and Strategic Health Authorities are required to consult older people on the National Service Framework (NSF) for Older People, which has key housing and staying put related targets that complement regeneration. In some areas the work is being done by and with older people's groups. For example, in County Durham work to consult on the NSF is led by Durham Age Concern.

Challenges: 'fault lines'

We came across examples of 'fault lines' between different departments and agencies including failures to pass on or learn from good practice.

An important fault line has developed around older people's forums or panels. They are not routinely asked to get involved in regeneration or wider issues affecting the economy, regional and sub-regional planning issues. Good practice somehow falls through cracks between departments and agencies. Hence, it is quite common to find that some local authority departments and one or two agencies will know there is an older people's forum and will contact the forum to work with them on particular issues. Other departments will have no idea and may set up a new body of their own. Similarly some departments and agencies have developed expertise in consultation whereas others have little experience. There are too many consultation processes in some areas and more creative consultation strategies could enhance engagement.

It is worth also observing that a different status is given to young as opposed to older people's groups in regeneration. For example, charts showing where an SRB Board links to a 'healthy communities' partnership and to various community forums mention young people's organisations as a group that have to be consulted, but older people are not identified.

Challenges: gaps

We also found gaps. A trawl of Regional Housing Statements (subsequently Strategies) identified gaps between housing policy development at different levels and regeneration and renewal, health improvement and community capacity building all of which are key policy themes. Regional Housing Statements that focus on the need for housing and factors such as local housing markets, frequently fail to mention that older people have an interest in and are an increasingly important part of the target audience for future housing. There are usually narrow references to social rented sheltered and very sheltered housing (also called 'extra care') but the whole range of housing and support choices older people want and need, including properties for sale, lease or rent are rarely mentioned. This is despite new sources of evidence that are emerging on these matters through Supporting People Strategies, Local Development Plans, Health Improvement Plans and intermediate care strategies.

Increases in the older population, their diversity, the different markets they represent and their buying power in many instances are barely acknowledged. Instead most attention is focused on younger groups who are presented as key workers with priority even where demand for housing amongst the younger population is in decline as their population declines and older people increasingly represent the main opportunity for labour market development. These gaps are alarming. For example, in northern and some central areas of the country one of the likeliest solutions for long-term decline will be demolishing unwanted and unfit properties. Older people occupy currently many of these properties.

There is a gap where older people should be mentioned in economic plans and strategies to revitalise local areas. When older people are acknowledged it tends to be a one sided picture of needs. For example, needs for care or information and advice. While these needs are important and no one would argue they should be overlooked it doesn't explain why older people simply are not mentioned in, for example, economic development plans to 'sell' a local area to a potential business looking for the best site and infrastructure to support a venture in a new area. Older people are part of the local population and they contribute economically,

socially and culturally. They retain and pass on heritage and traditions, culture and skills. Some local areas recognise this but many do not.

The Quest research report on LSPs also identified gaps between community and small area based initiatives and the larger programmes that drive through regeneration. Large regeneration programmes have to hit targets and performance measures and these tend to consume a lot of time. The interests of community groups and lessons from small area based initiatives can be neglected. They are often funded by a larger programme but they are not very well understood and have little influence on the programme overall.

Ageism and age discrimination

We know more about ageism and age discrimination in 2003 compared to 1999/2000 partly because there have been critical research reports and debates held nationally and across Europe. Perhaps because we have an ageing population more time is given in the media to issues and concerns relating to older people such as being denied health care or an expensive NHS operation on the grounds of age.

Do older people get left out of some aspects of regeneration, or planning for other policies, accidentally or deliberately? Are too many assumptions made about older people and regeneration that we cannot dismiss as one-off or unusual? The answer could be that older people are left out because of ageism and age discrimination. This would require research beyond the scope of this report, but it is a possible explanation for some of the findings.

The organiser from a project in Brighton and Hove that had a very successful BGOP linked project commented on the persistence of ageism and age discrimination saying that despite all the success:

*It's still a battle to make sure older people are included as full citizens.
The extent of discrimination is always surprising.*

Addressing age discrimination

Three important pieces of legislation and policy are having some impact on age discrimination. The first is the Human Rights Act (October 2000), which requires that everyone should have access to rights regardless of age and race or status. The second is the National Service Framework for Older People requiring age discrimination to be taken out of health and social care services in the UK. The third is the European Directive on Equal Treatment. The Government supports the Directive and has stated it will implement anti-age legislation but not until 2006. The Directive will legislate against discrimination in employment, occupation and training.

Official statistics indicate that currently just fewer than six million people aged between 50 and under state pensionable age are employed, giving an employment rate of 68%. This leaves a substantial 32% who are not employed. This group is sometimes referred to as the 'early' retired but a number of national organisations have pointed out that 'early' retirement is not necessarily voluntary.¹

Conclusions

Where are we now?

The message in 2003 is that older people are more likely to be noticed and involved in local regeneration and they are rarely as crudely excluded as they were in 2000. There are more examples of regeneration projects involving older people including BME Elders. These are positive and welcome changes. They owe much to the efforts of older people's national and local organisations and a variety of regeneration partnerships to get a seat for older people at the regeneration table and to those in central and local Government who have listened and been prepared to make significant policy reforms.

However, for all these encouraging signs older people are still not routinely considered and asked to be involved in regeneration and other areas of policy and planning that concern them. Agendas can be drawn very narrowly and assumptions made by others, about the subjects or issues that older people are likely to be interested in. Certain groups of older people are far less likely than others to be included in regeneration and key decisions in their neighbourhoods particularly if they are from BME communities, if they are disabled, suffer from persistent ill health or care for others.

There is also a tendency for large strategy and planning partnerships to marginalise and fail to understand the lessons from community groups and older people's groups at local levels. There is a tendency in regeneration planning to couple older people exclusively with health, specialist housing, social care, support or crime matters but not with education, training, expertise, community capacity building, entrepreneurship, reviving cities and big cultural renaissance schemes or taking part in civic life and holding public offices. Older people, therefore, appear and disappear depending on whether their existence, capacity to contribute and concerns are acknowledged.

Despite all the evidence that older people are a highly diverse segment of the population and that there are huge differences in the ways older people perceive themselves, there is still a tendency to lump all older people together.

One of the important lessons from our research for this report is that older people can make a difference to thinking and planning and the changes they can bring about benefit everyone. These good practice lessons do not seem to reach everyone. Our view is that fault lines have opened up between different departments in local authorities, different agencies and different levels in government. The impact of age discrimination and ageism should be assessed to determine the extent to which it is preventing consideration in the development of best practice.

Finally, as Section 1 suggested, perhaps guidance is needed for LSPs, regeneration partnerships and regional bodies to ensure older people are included in regeneration and economic development plans and that the strategic impact of population ageing is acknowledged. Targets or performance measures would bring more consistent results. Guidance and targets need to link across different policy areas and need to work at different levels including the regional and local.

References

¹Ageism is generally taken to mean making assumptions about people (usually derogatory) purely because of their chronological age. Age discrimination on the other hand can be described as a form of institutionalised ageism since a range of institutions including the state routinely express ageism by denying people access to jobs, health care, education or other services and civil areas that younger citizens obtain more easily.



Section 3 Older people making a difference

Section 3

Older people making a difference

Illustrations and examples

Section 3 presents examples of projects and activities that illustrate key themes in the report. Key learning points are summarised at the end of the section.

A short overview

The research for this report suggests that the number and type of regeneration projects that involve older groups of people has increased compared to 2000 but this is partly because regeneration is cast so widely.

As in 2000, many projects provide services such as care and support for older people but much more work is going into designing projects and services so they are tailored with older people. There are also more projects that aim to develop older people's capacity to contribute as citizens in the communities they live in.

Older people's contributions

Reducing exclusion and recognising diversity

Older people's groups increasingly work in multi-cultural communities and they play increasingly important roles helping others as well as themselves. The example below illustrates older people making a practical difference.

Sure Start and TransAge Action: London Borough of Enfield

Older volunteers from Age Concern Enfield's TransAge Action project are involved in the Sure Start programme, a Government initiative to help disadvantaged families. The Enfield project is based in the Edmonton area and the local population includes BME and refugee families. Older volunteers currently provide a crèche to help refugee parents attend English classes, two nursery schools, a play project and a family 'drop-in' resource. Older people are in this way providing much needed help to younger vulnerable people.

Improving social cohesion and reducing social exclusion

Intergenerational work can help overcome tensions between cultures and ages in deprived areas.

Newcastle Coalfields Intergenerational Community Development Project

This project was funded for two years in the first instance through the North Staffordshire Health Action Zone programme.

What were the issues it sought to address?

- To improve relationships between young and old people in the former coal mining areas who had become disconnected from each other.
- To challenge the negative stereotypical views the two groups had of each other.
- To engage with young people perceived to be at risk and to give them a voice alongside older members of the community.
- To identify changes that the young and old members of the community would like to make in their neighbourhoods.
- To influence local decision makers to carry out these changes.

How were these addressed?

- Four communities were identified where mistrust existed between the young and old and where disadvantage existed.
- Networks were established with appropriate partners and programme participants.
- Approximately eight young people and eight older people were recruited for each community action programme.
- Initially the groups looked at age and stereotyping, followed by sessions exploring the locality identifying likes and dislikes and areas people wanted to change. These were then prioritised and the group focussed on one or two main concerns.
- The programmes concluded with an exhibition of the work within the communities to local decision makers and the wider community.

What were the outcomes?

- There is significant evidence of improved relationships and understanding between the young and old and improved social cohesion.
- Key decision makers have been influenced by the participant's views and have funded a further programme to continue to engage with the views of the young and old.
- 5 community action and 2 supporting programmes have now been completed. 93 people have been engaged in programmes to date.
- As a direct consequence of the programme a local park that had fallen into decline was reshaped and regenerated by the local communities.

For reports and more information on the project contact

E-mail The Beth Johnson Foundation on admin@bjf.org.uk **Telephone** 01782 844036

The difference older people make to communities: volunteering

Older people are a national source of volunteer labour. A survey in 1997 found that 45% of people aged 65 to 74 years old and 35% of people over 75 years old were involved in volunteer work of some kind (see Age Concern, September 2002.) Older people also provide substantial family support and informal care for grandchildren, relatives, spouses and friends.

Generations in Action: Salford

Generations in Action, is an intergenerational programme managed by Salford Business Education Partnership (EBP) and funded through the Active Community Unit. Projects are run in several parts of the country in partnership with other EBPs and they were developed from the experience of a first project in Salford. Generations in Action aim to develop volunteering opportunities for older people that benefit them and the local community.

The Salford project develops people's confidence and appreciation of each other. Older people act as mentors to younger people who are experiencing problems such as exclusion from school, or dealing with school and coping as teenage mothers. Younger and older people are often marginalized and vulnerable, yet there are mutual benefits from working together. For younger people their skills or education can be improved with one-to-one help. An older person benefits from being able to pass on their experience and skills and from making a difference to a young person's life.

Regeneration in rural areas

In rural areas deprivation can frequently be hidden and there are major issues to overcome in engaging people in regeneration, including population sparsity, isolation and a culture of self-sufficiency. Improved transport connections frequently emerge as the biggest priority and these can make a huge difference to older people's lives.

South Warwickshire rural outreach: older people shaping the future

Age Concern Warwickshire, older people's organisations and the local Alzheimer's Society have formed a partnership to develop the expertise of older people in fifteen mostly rural locations in the Districts of Stratford and Warwick. They aim to develop older people's skills, local knowledge and interests and support existing networks and community facilities.

Demand for services is low but evidence suggests this is due to low expectations and lack of information on what might be available. Older people are often unable to get to the main towns and offices to get information or take part in leisure, learning and social activities. There are social and community facilities, including community rooms in sheltered housing in many villages, but they are under used. They are rarely used to provide information and services that older people may need. It can also be difficult for older people to get organised so they can bring in activities and services they want.

Over the next few years the rural outreach programme will explore possibilities. It is hoped that fifteen self-sufficient local projects will emerge and that older people themselves will shape the direction projects will take.

Regeneration and improvements to services

Improving services is a key theme in regeneration and rural/urban policy but which services are important? Research and listening events with older people consistently show they value services that enable them to continue to live independently, preferably in ordinary housing. Leisure, learning and transport are also important.

As previously mentioned, housing and related support remain an important element of regeneration, and there is a role for Home Improvement Agencies (HIAs, often referred to as Care and Repair or Staying Put schemes) in making sure that older people are supported through changes to their living situations, and also engaged in the reshaping of neighbourhoods.

For over 20 years HIAs have been helping older people manage the complexities of repairs, adaptations, obtaining grants or advice on equity release and 'project managing' the practicalities of building work. Older people strongly value these services and the end results also improve the quality of the housing stock and the physical appearance of many homes. They have a track record of contributing to area regeneration work in the past but in many ways their potential in regeneration work has not yet been fully realised.

The Generation Project in East Manchester

This project was funded for 3 years (2002–05) by Beacons (New Deal for Communities/ Single Regeneration Budget) in East Manchester and is part of Manchester Care & Repair.

What are the issues it seeks to address?

- Facilitate older people (55+) in reshaping the regeneration area.
- Provide practical help and support to older people who need services or help to move home as a result of the regeneration plans.
- Raise awareness about issues affecting older people including facilitating independence, health and well being.
- Help change attitudes towards older people and the services available to them, particularly amongst service planners and providers.

How are these being addressed?

- Through an information and advocacy service, including information on housing options, services, the process of Compulsory Purchase Orders and so forth.
- Developing mechanisms to communicate older people's needs and views to, for example, health, housing and social services to influence service developments.
- Supporting older people to become involved in running the project, and get their voices heard through discussion and decision-making forums.
- Highlighting national and local initiatives affecting older people, that is, Better Government for Older People, Better Care Higher Standards, National Service Framework for Older People, and Supporting People, alongside Regeneration activities.

For more information on the project contact

Telephone 0161 230 6789 **Website** www.careandrepair-manchester.org.uk

Older people's capacity to contribute to the economy

As Section 2 explained, demographic changes together with impending legal changes that are intended to raise the average age of labour market exit mean that older workers will be expected and need to be in the paid workforce. Several Government and voluntary organisation initiatives are underway to promote understanding about older workers and create better opportunities. Some national employers, such as B&Q, have introduced age-friendly policies. However, older workers still face difficulties when trying to find jobs and self-employment is one option.

The PRIME Partnership advocates self-employment amongst people over 50. The organisation identifies main barriers and sets out to remove them by galvanising other agencies to help via a network of partnerships with training agencies, Business Links and other local agencies to support people starting businesses. PRIME also gives loans of up to £5,000 for business start-up.

Addressing cultural stereotypes in Barrow

Barrow is typical of many 'post-industrial' towns. Self-employment is an option but local culture has not traditionally promoted entrepreneurial activity for ordinary people. There are many popular misconceptions including the idea that people have to have lots of qualifications or have 'business' in the family. Barrow and District Age Concern are currently working with local employers and Furness Enterprise Ltd to break down stereotypes and encourage more people to explore self-employment. The Barrow project will draw on PRIME's resources and their models of good practice.

Learning and training

Facilitating life-long learning can be an important part of regeneration and maintenance of a dynamic older population that can continue to contribute to communities.

Bolton Learning Centre

The Centre is run by Age Concern and was initially funded by SRB, the National Lottery and Age Concern. Activities include support for older people who are new to adult learning and provision of foundation courses, which enable people to go on to study and participate in other courses up to higher education level.

Town centre regeneration – aimed only at the young?

Regeneration in the 1990s was sometimes accused of engineering the 'gentrification' of cities and towns to make them more attractive for commerce and social activities but making them less attractive and more expensive for families and older people. For example, older people and BME groups criticised Birmingham City Council's plans in the 1990s to replace a popular low cost shopping and market area in the city centre known as the 'Old Bull Ring' with more prestigious shops and cafes and re-route bus stops so people had further to walk.

The Birmingham experience is familiar and similar developments have taken place elsewhere. In our research for this report a BGOP spokesperson from Leeds commented that the city centre redevelopment plan is quite separate from activities to regenerate local areas. Unlike work in areas outside the centre, there is less input from ordinary citizens who use the city centre, including older people.

Islington Council: Consulting with Older People March 2002

We are not all the same—and forget the cappuccino

Islington Council has a comprehensive strategy for older people. During the preparatory stages the Council commissioned Opinion Leader Research to tell them how to most effectively consult and engage with older people. The results showed that older people recognise how significant differences in age, situation and physical ability can be and that services on offer are not designed to reflect these differences. In addition the research showed that older people could be badly sidelined when an area goes upwardly mobile.

Older people contrasted their experiences depending on their physical ability particularly if they were unwell, had an injury or their mobility was declining. As a result some older people could not easily get to services and facilities without help and a lot of effort. Yet, older people who were fit and well did not think that local services including leisure and transport were appropriate for them either because they think they are aimed at frail older people with health or care needs, or are aimed at the 'incomers'. Incomers were described as part of the 'cappuccino society'. Islington was portrayed as somewhere that used to have a local identity, traditional pubs and meeting places that are being usurped by wine bars and coffee shops in order to attract upwardly mobile younger people from outside. As a result older people who want to participate in life and leisure feel they are made to 'be old before their time'.

Older People, regeneration and culture

Brighton and Hove Reflections

Brighton and Hove Council took part in the BGOP programme and found that it created an awareness that has continued to have an impact. The local pilot project led to the setting up an Older People's Council, with a role in local authority decision-making and a Coalition of organisations that represents and promotes older people's interests. It also produced cultural and artistic projects, for example, a samba group and a photography exhibition.

We asked if older people are more likely to be involved and considered when regeneration is being thought about in Brighton and Hove. The answer was no, not necessarily. To illustrate this we were told of plans by Brighton and Hove regeneration partnership to consult local people in preparation for a European Capital of Culture bid. Until the Older People's Council intervened the consultation did not include older people and the consultation approach was fairly standard, for example, a questionnaire survey and a series of focus discussions. In order to validate the findings and add more depth it was decided to use a performance medium as well and a grant from the Scarman Trust made this possible. As a result the consultation was more interesting and accessible to older people.

Although older people were nearly left out at the start, their contribution to cultural wealth in the area is now acknowledged. A cultural strategy is being developed to promote the area and improve cultural currency within the area. Brighton and Hove Council recognise that older people have the potential to contribute as well enjoy the culture that is created.

How to engage with older people to improve local democracy and regeneration

Leeds Older People's Forum: Nothing about us without us

Established in 1994, the Forum has become a citywide network of 90 voluntary organisations working with older people. The Forum aims to empower older people and give them an effective voice. The Forum contributed to the Better Government for Older People pilot and has continued to develop. Older people democratically participate in Council policies and strategies to tackle poverty, deal with social exclusion, regeneration and improve housing and health. In addition older people hold senior managers to account on service issues through, for example, a Consultative Committee, a Deputy's Panel and a cross-agency committee.

Making progress: recognising new challenges

A Bradford Age Concern project was mentioned as a good practice example in the 2000 report, *Overlooked and Excluded*. What is the situation three years later?

Bradford Age Concern

The general view was that there is improved recognition amongst local regeneration partnerships that older people should be included. This was partly because BGOP created a favourable climate but it was also because local lobbying by Age Concern and others paid off. Now there are six older people's organisations across Bradford involved in regeneration of all kinds including BME Elders.

Since 2000 Bradford Age Concern successfully bid for SRB6 funding of £250,000 over five years to provide training for unemployed people to develop local repair and maintenance services for older people. The project provides employment and helps younger and older people develop small businesses that fill local market gaps, for example, home security and safety services.

Key challenges identified by Bradford Age Concern include working out how to best respond to the concerns and interests of an increasingly diverse older population and, there are issues arising from a potential lack of direction in local planning arrangements. On planning, efforts are being made to bring issues affecting older people together but this is not the same as having an integrated strategic plan.

Learning points in 2003

The main learning points

- There is a wider range of project types compared to 2000 but the meaning of regeneration is also broader.
- Older people's organisations have demonstrated their capacity to work with and to influence the regeneration agenda. Local regeneration partnerships include and work with them more often compared to 2000.
- When older people are involved in planning and leading projects they make a significant difference.

- There is progress on including BME Elders in regeneration projects.
- Older workers and learners are more likely to be referred to in employment, training and local learning strategies and programmes than they were in the past but there are still blind spots.
- Intergenerational work helps develop social cohesion and develops intergenerational and multi-cultural tolerance in troubled communities.
- Enabling older people to continue to live independently, promoting choice and information on housing and services to support people to live independently are key Government policy themes. Older people's organisations have the know-how to provide information and services older people need.
- Recent Government policy changes recognise that regeneration had to be improved and that local planning structures needed to be more coherent. Most older people's organisations welcome these changes.
- The BGOP pilots and the subsequent BGOP Partnership created a change process. In some areas older people have become central to the local policy agenda and have a growing influence.

Problems, gaps and challenges

- Older people can be left out of plans to regenerate city and town centres. This is out of step with broader regeneration practice.
- Rural areas require a different approach, time and careful work with existing networks particularly if the outcome is going to be sustainable.
- Older people can and do contribute to local economies and this gets overlooked in regeneration and economic development.
- Government policy and older people's groups continually emphasise older people's heterogeneity. There are huge differences between older people – this message has to remain a top priority.
- Despite the gains, older people can mysteriously become invisible. Older people still have to battle to be included and be seen.
- There is much good practice from older people's forums and other groups. Capacity building has been put at the heart of the Neighbourhood Renewal Action Plan – is it taking on board good practice on including and working with older people?
- There are new challenges even for the most progressive local authorities, regeneration partnerships and older people's groups. A significant one is ensuring that services and approaches are appropriate for a changing and more diverse older population.

Section 4 Conclusions and recommendations



Section 4

Conclusions and recommendations

Conclusions

Regeneration: a changing landscape

The report indicates that regeneration and the policy environment within which it is located have changed significantly. Structural changes in arrangements to decide on regional priorities and the greater prominence being given to regional bodies have brought about further shifts in the way policies are shaped and delivered. The full implications of these changes are still emerging and there are uncertainties about their impacts. It is a time of transition and adjustment and it is important to ensure that older people's needs, skills, contributions and capacity are properly understood and taken on board while changes are made.

The report compared the past to the present noting that in the past separate policies targeted social and economic problems chiefly long term unemployment, bad and inadequate housing conditions, poor educational attainment levels and crime. Policies were often focused on areas with high indices of deprivation and were closely associated with the decline of industrial areas and the inner cities. Indices of deprivation are still a favoured instrument to identify spatial areas that require intervention of some kind to deal with problems.

Modern regeneration policy emerged over the last decade. It has developed a focus that covers physical infrastructure, housing, crime reduction, jobs and training evident in former policies but also aims to improve social, community and health opportunities in the very broadest sense. The breadth reflects Governmental determination to 'join up' policy in a concerted effort to understand and overcome the web of deeply rooted and changing problems that affect us as a society.

Older people are more included

Older people benefited from and participated in at least some of the programmes carried out under former policies but they were often an afterthought. Today older people are achieving a growing prominence in regeneration and in related policy areas on housing, support services, care and health. Older people's groups have worked hard to create good relationships with local authorities and local regeneration partnerships. Many local authorities have responded positively to older people's organisations and community led projects. However, older people are less evident in policies that shape local economies, towns and city centres and wider infrastructure, including transport. These are policy areas where older people are surprisingly absent and the report suggests this can be because misplaced judgements may be made about the issues that are relevant to older people. Furthermore, the contribution older people make to the local economy, their spending power and economic activity and their use of city and town centre spaces, is not always understood or explored.

Older people lead good practice

There is growing recognition that older people's forums and panels work constructively with local democracy and make a difference to local policies, planning and service delivery. However, there is a lack of 'joining up' across departments and agencies and involving and engaging older people is not practised by all. There is a growing body of evidence about good practice on engaging with older people. Yet an awareness of what exists and the good practice lessons that result from it can fall in between the cracks between departments and agencies. The report describes these as 'fault lines' and they have opened up partly as a result of local reorganisation in almost all services and organisations and partly because joint agreements to acknowledge and share good practice do not exist.

In some rural areas older people's groups have developed model projects, which build on existing networks and resources and make the best use of local capacity and expertise. These projects and the knowledge developed from them should be taken on board by all organisations involved in regeneration because there are lessons for all age groups in rural areas.

Older people's groups can contribute to resolving some of the most difficult problems and tensions we face today in regenerating areas. Examples shown in Section 3 illustrate that patient small-scale work can have a wider, lasting impact.

Recognising the opportunities

One of the biggest challenges we face as a society is coming to terms with an ageing population and a declining younger population. The implications, the positive aspects and the need for services are not being fully explored in policy agendas. We should recognise that older people can be a pool of skills and expertise. Instead popular discussion tends to home in on the negatives and as a result we continue to be ill prepared for the future.

We are entering a phase where the continuing utilisation of the skills and energy of older workers will be vitally needed. Changing private pension arrangements and fears over the stability of savings and other plans mean that increasingly people will want to diversify their income sources and will want to avoid a prolonged disengagement from the workforce. At the same time how people experience older age has changed. Most are fitter and healthier for longer and they can and do contribute for longer to the communities they live in.

Regeneration is at a transitional point and there is the capacity to make more of older people and make better use of the refined knowledge we have now that we did not have before. For example, by making further shifts to take account of demographic changes and developing knowledge on the incidence of deprivation and how it affects different groups of people in different local areas. At the same time it should be possible to devise new approaches for deprived small areas that get left out because they are in the midst of affluence. These small areas, particularly in rural localities, often contain high proportions of older people.

Need to recognise older people as people

The report refers frequently to diversity and heterogeneity but it is clear that there is a long way to go before a clear understanding of what these mean appear in local service development or in policy and practice. There is still a deeply entrenched tendency for policy makers and service providers to lump all older people together.

Ageism and age discrimination are also discussed in the report and although there are moves to redress discrimination the general picture is one of slow and reluctant change. Ageism has

a pervasive influence and the report suggests that without more focus on age discrimination through legislation and action to change attitudes and practice targets, change will continue to be slow thereby preventing older people from becoming truly visible and from participating fully in society.

Performance indicators and targets: older people and regeneration

It can be a difficult task to equate policy objectives and aspirations with practice on the ground. As we have seen, in practice older people's groups often have to work hard to make sure older people are able to make a contribution to their communities and benefit from changes in local areas. Current policy may talk about inclusion but somehow older people are an easy target to forget. There are many reasons and we have mentioned some of them already. More pragmatically, there are no specific targets to ensure older people are included in regeneration.

Recent guidance to local authorities on developing older people's strategies (Department of Health and the Office of the Deputy Prime Minister, 2003) refers to cross cutting services such as housing, adaptations, home improvements, community equipment and health, regeneration and the need to bring these together into one strategy for older people. There is no doubt this is a step in the right direction. It is also a good place to begin to join up regeneration objectives to ensure that they fit with what is good for the older population. However, the guidance is permissive. It has no 'teeth' and to make the kinds of changes that are required across England, something more than exhortation is needed. Other policy areas do have teeth, particularly social care and health. For example, the National Service Framework for older people has targets to improve outcomes related to health, some aspects of housing and social care. Regeneration partnerships also have objectives they have to follow and performance indicators they have to achieve.

It is outside the scope of this report to give a full analysis of the kinds of performance indicators that would be best to ensure older people are included in regeneration or to say where performance regimes should be located in policy streams. However, it is appropriate to say that these avenues should be explored and an ideal place to start would be with a body like the HOPDEV group. HOPDEV has been exploring performance indicators to track progress made by Government Departments on key policies affecting older people. An initial exploratory report was produced in 2002. The subject is still potentially on the agenda.

Government commitment and interest

Nationally, there is a willingness to listen to and work with older people. At regional and local levels there are signs that older people's concerns, issues affecting them and their capacity are starting to be taken more seriously. However, the situation across the country is inconsistent and it is time to take steps to remedy this situation.

Recommendations

Recommendations to Government

- To take a lead to encourage other tiers of government to explore the full implications, challenges and opportunities of having an ageing society.
- To introduce legislation and guidance to tackle age discrimination and ageism that includes and goes beyond discrimination against older workers.
- Provide guidance to all Government Departments and Executive agencies working in the regeneration field to ensure that they recognise the nature and implications of population ageing and engage actively with older people.
- To work with older people's groups to develop guidance for Departments and agencies working in the public domain on regeneration and area based initiatives to deal with social exclusion to help them include and engage older people, learn from good practice and develop services shaped around older people.
- Aim to remove perverse incentives in income tax arrangements and pensions schemes that discourage older workers/people over retirement ages from continuing in the paid workforce.
- We recommend that performance targets be introduced to increase the level of inclusion of older people in:
 - Strategic planning and service design, including targets on Government priorities to create a broader range of accommodation and housing options including services to enable older people to avoid long-term care.
 - Employment and self-employment.
 - Making decisions about their local communities, including city and town renewal.
 - Community capacity building.
 - Regeneration bids led by and including older people, including those from BME and diverse communities.

It also seems appropriate to ask Government to work with older people's groups to explore the use of the Local Index of Deprivation in regeneration programmes and related policies and work out methods to ensure that small areas containing groups of low-income older people are not missed out.

The relatively new regeneration 'companies' and a growing number of bodies dealing with regenerating towns and city spaces should be required to recognise that older people use these areas too and they are important customers.

Recommendations to Regional Bodies

- Regional bodies should recognise the strategic importance of population change to the opportunities and challenges facing their regions in a range of policy domains and work actively to address them.

- Older people should be given a voice at regional level and a role to age proof policies, programme and practice.
- Better links should be made with local regeneration partnerships.
- Renewal and regeneration programmes should ensure that area-based initiatives and small-scale community initiatives effectively include older people.
- To address older people's needs for choice in housing and related support, care, information and other options in regional housing statements and to link these to older people's strategies.
- To include and involve older people in all areas of policy and planning that will shape the regions they live in rather than selecting limited themes or subjects.

Recommendations to Local Strategic Partnerships

- LSP's should recognise the strategic importance of population change to the opportunities and challenges facing their localities in a range of policy domains and work actively to address them.
- Good practice on including older people in regeneration should be followed.
- LSPs should take account of/ help to deliver older people's strategies when considering LSP objectives and methods to engage with communities.
- Partnerships should use age proofing to ensure that plans, policies and strategies do not discriminate against older people. Plans and policies should include and reflect all older people's diverse interests and concerns.
- More regeneration bids should be developed with older people including BME Elders.

Recommendation to Older People's Organisations

- To make concerted efforts to encourage the introduction of legislation and culture change activities to reduce age discrimination.
- To continue to develop good practice on involving older people in regeneration by focusing on:
 - Getting in at the start – seeking representation of older people in regeneration partnerships.
 - Getting into the regions – working with Regional Assemblies, RDAs and Government Offices for the Regions to ensure that older people are represented.
 - Sharing experience – mentoring and partnering between organisations to create more bids, more initiatives and share good practice.
 - Thinking about more bids to stimulate the economy through using older people's expertise and skills.
 - Keeping a watchful eye on how older people are being presented.
 - Ensuring that older people in all their diversity and heterogeneity are involved and included wherever this can be done.



Appendix A

Description of a research report

Research approach

The research approach was designed around a 'snowball' technique which was overlaid on an analysis framework derived from a literature and website search. The research commissioners provided the researchers with contact lists of projects and older people's groups that had been or were involved in regeneration. The researchers used these contacts to uncover more information in the local areas and identify project workers and volunteers prepared to talk to us. A profile of types of projects was gradually built up from the information, which was obtained. Information obtained included details of local bids, grant application documents, descriptions of individual projects, contacts at projects and unpublished reports.

The literature and website searches were carried out first and were used to structure key policy and practice themes and trends. It also provided good indicative information on the number of times older people were referred to in key funds and policies and the contexts in which they were referred to. The literature involved a search of recent publications, official statistics and policy documents. Web searches were carried out on official Government sites including ODPM, DH, Government Offices of the Regions, Regional Assembly sites, RDA sites, Regional Observatory sites, local authority websites and relevant national websites, such as, Renewal net, the Countryside Agency and Age Concern England. Regeneration bids were also identified and tracked through ODPM sites in order to assess their relevance for older people and to help inform impressions on the number of regeneration type activities, bids and funds. A list of websites and useful links is given in Appendix B, page 54.

Main types of regeneration projects focusing on older people

Employment and training

Training and employment opportunities for older workers and skills transfer from older to younger people. Developing entrepreneurial and small business skills.

Extent limited or wide

Becoming wider. For example, Bradford Age Concern SRB project works across the local area. The nationwide Prime Initiative stimulates entrepreneurial projects.

Older people benefiting

Older people benefit from services. Older workers benefit from employment and small business opportunities including loans (PRIME).

Older people directed

Not known in all cases. Older people are involved in the direction of the examples cited.

Service improvement

Deprived areas tend to have poor services. Examples include improving transport, rural transport and community bus services, bringing information and advice to excluded and hard to reach groups and using scarce resources in rural areas is better as part of bigger social inclusion strategies.

Extent limited or wide

Very common across England.

Older people benefiting

Older people directly benefit in many cases although it depends on which segment of the older population is targeted.

Older people directed

A mix. Some projects include older people in steering and management arrangements and/or in designing services. Others don't. Our estimate is that the mix is 50/50. Projects led by older people's groups have higher levels of involvement.

Inter-generational

A range of reminiscence, story-telling, heritage awareness and cross-cultural projects exist in rural and urban areas. Often educational.

Extent limited or wide

Very common across England.

Older people benefiting

Older people benefit and contribute in these projects. Younger people benefit too.

Older people directed

Variable – performance-oriented projects tend to be older people led.

Rural innovations

Mix service delivery with a range of other projects such as health improvements, creating active ageing programmes and advice and information as well as leisure and service developments.

Extent limited or wide

Not common but becoming popular, for example, Warwickshire Age Concern SRB project focusing on 15 rural communities.

Older people benefiting

Older people benefit and so do other groups.

Older people directed

Older people are usually involved in organising planning and leading some activities.

Retaining independence, preventing crime and environmental improvements.

A wide range of projects often with a renewal focus involving Home Improvement Agencies where they exist, looking at aids and adaptations, services older people need to stay independent, help to obtain grants, increase energy efficiency and reduce fear of crime in the home and the neighbourhood.

Extent limited or wide

Widespread across England but the demand is huge.

Older people benefiting

Older people benefit directly from these projects – however, there are usually age restrictions which may prevent people approaching retirement from obtaining grants and services.

Older people directed

Depends on organisational arrangements. HIAs led by Care & Repair England and Staying Put projects involve older people in the management and direction.

Social cohesion

A key Governmental regeneration theme. Often a spin off from or a specific objective of inter generational projects. May also be a product of community capacity building projects.

Extent limited or wide

Not widespread – are examples of consultation everywhere. Some excellent practice exists in community capacity and there are specific lessons about older people.

Older people benefiting

Older people and younger people benefit although projects have to be handled carefully.

Older people directed

Variable – some examples of older people led projects exist and some involve older people.

Renewal and area based regeneration – physical and environmental improvements

A central part of regeneration in inner city areas and rural areas. Combines programmes to improve/repair housing, provide defensible space around properties, bring in care and repair services and social regeneration.

Extent limited or wide

Widespread although large programmes are not as common as they were – excellent practice exists much of it led by Care & Repair and HIAs.

Older people benefiting

Older people and disabled people benefit regardless of tenure. Particular benefits for poorer owner-occupiers and people in private rented housing.

Older people directed

Older people are often represented on estate regeneration boards or area committees.

Age well projects, Health Action Zones (HAZ) and Healthy Living Centres

Often overlaid on area-based regeneration and renewal strategies (for example, HAZ and SRB in Sheffield).

Poor health status and incidence of long term limiting illnesses are more likely amongst communities in deprived areas. Aims are to improve quality of life, health status and health chances and reduce ill health including falls amongst older people. In rural areas ageing well projects are often linked to handyperson and befriending services.

Extent limited or wide

Widespread – although less common in rural areas.

Older people benefiting

Older people benefit from these strategies and projects enormously.

Older people directed

Older people are involved to some extent in service delivery and get involved in running healthy eating and exercise classes.

Appendix B

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Links and more information

Age Positive

www.agepositive.gov.uk/researchdetail

Promoting Independence Partnership (PIPP)

www.ageconcern.nwc.org.uk/pipp

Better Government for Older People

www.bgop.gov.uk

Help the Aged

www.helptheaged.org.uk

Age Concern England

www.ageconcern.org.uk

Care & Repair England

www.careandrepair-england.org.uk

Centre for Intergenerational Practice, the Beth Johnston Foundation

www.centreforip.org.uk

The Housing Corporation

Produces information, guidance for housing associations and gives grants to support innovative projects and research – for more information see www.housingcorp.gov.uk

PRIME

www.primeinitiative.org.uk/prime

HOPDEV

for information on HOPDEV and Government policy on older people go to www.housing.dtlr.gov.uk/information/olderpeople/index.htm and www.doh.gov.uk/scg/hhsolderpeople.htm

Information on regeneration programmes and funding go to

www.urban.odpm.gov.uk/programmes/index – also follow the links to renewal net – contains an overview of topics on regeneration, housing and the environment, crime, health, worklessness, education and local economies, neighbourhood renewal, policy guidance documents and research reports.

