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# Foreword

by the Minister for  
Older People and Equalities



**Christina McKelvie, MSP**  
Minister for Older People and Equalities,  
Scottish Government

People in Scotland are living longer, healthier lives and that is something to be celebrated.

However, I am also aware that older people can be marginalised. Maybe that is because we fear ageing and the impacts it can have on our lives through deteriorating health or because, quite simply, ageing is something most of us don't want to think about.

Ageing is inevitable. It happens regardless of your gender, your ethnicity or your sexuality. Yet older Scots can face many barriers that not only impede their potential, but which can actually cause harm. That shouldn't happen. Age is a protected characteristic under the Equality Act 2010, yet ageism persists in Scotland and I am determined to tackle it.

It is time to remove barriers, tackle inequalities and allow people to flourish and be themselves. That is why I am publishing this framework. It affirms our responsibility to ensuring equality for everyone as they age and outlines the clear steps we will take to deliver improvement.

This framework is the result of an engagement process with older people (which we define as being over 50 for the purposes of this framework) across Scotland through the involvement of many of the organisations that support them. They identified the issues that are key to ensuring people are healthy, happy and secure in older age. I would like to thank everyone who took part and the Older People's Strategic Action Forum and their networks for supporting the development of this framework.



The actions in the framework define the initial set of priorities we have worked through with stakeholders. These will be the first focus of our work in government, which we will monitor and build on in years to come.



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The framework provides a platform from which we can reframe our thinking about older people, to move from what can be a negative, problem-focused perspective to a positive and cohesive recognition of older people as a vital part of Scotland's potential for success and improvement in the 21st century

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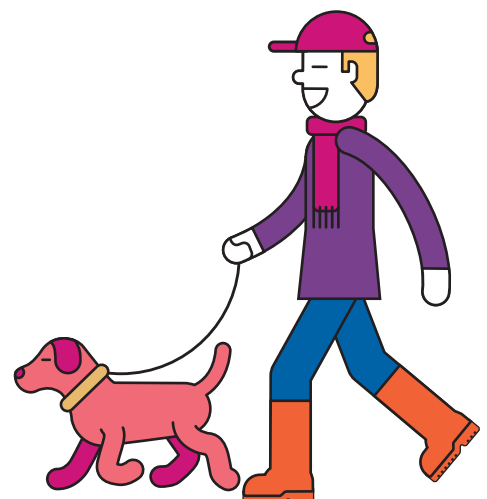
Part of the role that I have, working with my colleague Shirley-Anne Somerville, Cabinet Secretary for Social Security and Older People, is to ensure colleagues across government are aware of, and sensitive to, the repercussions for older people of policy decisions in all areas of activity, and to work to make sure government decisions connect for older people's benefit.

That is reflected in this framework, which sets the direction of travel from which government and nongovernment agencies can work. And we want the actions in the framework to be right and relevant for older people today as well as those in the future.

Importantly, the framework provides a platform from which we can reframe our thinking about older people, to move from what can be a negative, problem-focused perspective to a positive and cohesive recognition of older people as a vital part of Scotland's potential for success and improvement in the 21st century.

We recognise that change will not occur overnight and will require years of sustained effort and a change in thinking. Ensuring multi-sectoral, multi-stakeholder cooperation and defining a framework that sets out the main areas in which action is needed is a good place to start. So I encourage people to engage with, and respond positively to, the challenges set out in this framework.

Scotland's older people today and those older people of tomorrow are depending on us to deliver.



# Visual executive summary

## Communities

Older people have told us they want action to ensure they have access to:

- opportunities to remain actively engaged with, and involved in, their communities
- measures to improve community safety and reduce their vulnerability to scam callers and other kinds of elder abuse
- concessionary travel and transport
- activity that brings different generations together
- adequate housing that continues to meet their needs as they age.



## Accessing Services

Older people want action to ensure they have access to:

- the public services they need
- adequate numbers of care sector workers in the wake of Brexit
- the health and social care services they require, including mental health
- opportunities to influence how health and social care integration is organised and delivered.



## Financial Security

Older people want action to ensure they have access to:

- flexible employment opportunities
- measures and initiatives that promote their financial security (including pensions, benefits, meeting funeral costs and avoiding fuel poverty)
- support for planning for life changes
- measures to address the issues raised by the rising retirement age and the implications it has for older people's caring responsibilities and volunteering opportunities.





# This Framework

Knowledge is power  
and we want power  
over our lives.

We have listened to the voices and experiences of older people in the Older People's Strategic Action Forum, a Scottish Government stakeholder group brought together by the Minister for Older People and Equalities to aid policy and support the development of the framework. The group identified barriers to a positive older age and highlighted priority areas that should be addressed in the immediate term to deliver better outcomes for older people. They listed the following areas as those in which government and partner action will have the biggest impacts on older people's lives:

- access to public services
- being part of/involvement with communities
- care sector workers (implications of Brexit)
- community safety
- concessionary travel/transport
- employment
- financial security (including pensions/benefits/funeral costs/fuel poverty)
- health and social care (including mental health, and the voices and experiences of older people in the design, planning and delivery of services around individuals, their carers and other family members)
- intergenerational activity
- housing
- planning for life changes
- rising retirement age and implications for caring/volunteering.

These are the issues this framework addresses.

The framework will help us understand the issues and how our policies can work together to the benefit of all older people. It sets a direction of travel in which the Government and partners across sectors can begin to develop action that will make real differences to older people's lives, now and in the future.




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The group identified barriers to a positive older age and highlighted priority areas that should be addressed

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The focus of the framework is seen through an equalities lens. Older people face discrimination in our society on account of their age, as well as other factors. Specifically, we want this framework to be a springboard for the Government, regulators, other agencies and communities to challenge and remove age-driven and other inequalities to ensure older people can:

- continue to engage with and contribute to their communities
- access the public and other services they need
- ensure financial security as they move into retirement.



The framework is presented in three main chapters that cover these key areas, preceded by a brief introduction. Each chapter sets out the areas that older people have prioritised, what action the Government and partners are already taking on these issues, and what more needs to be done to ensure sustainable change for the future.

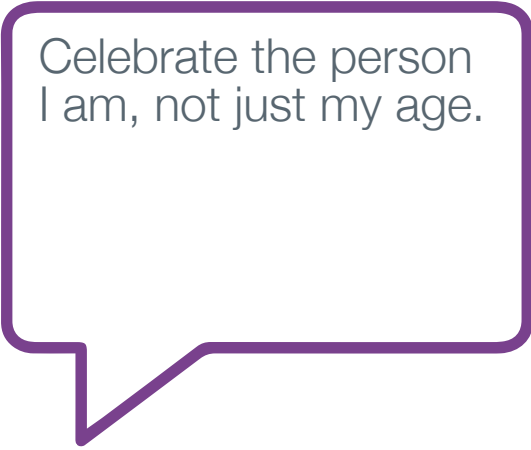
The framework also features quotes from reports and other sources, including the Ipsos-MORI/ Centre for Ageing Better report *The Perennials: the future of ageing*.<sup>1</sup>

The Scottish Government would like to thank the Older People's Strategic Action Forum and their networks for supporting the development of this framework.

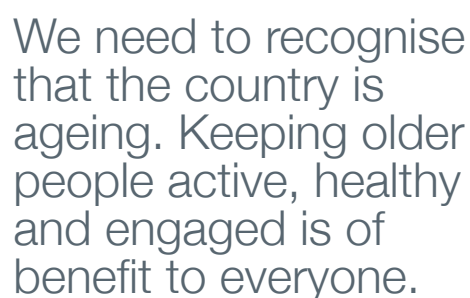
Throughout the framework, comments made by older people to inform the development of the framework appear in speech bubbles.



# Introduction: being older in Scotland



Celebrate the person I am, not just my age.



We need to recognise that the country is ageing. Keeping older people active, healthy and engaged is of benefit to everyone.

Older people are not a homogenous group. The span of older age as defined in this framework – from age 50 – emphasises the breadth of diversity in this population. In some instances, we are looking at a period of life that spans 50 years or more.

Older people are also at very diverse stages of life. They may be in work or in retirement, single, married, separated or widowed, be in a relationship or living alone, and be with or without children or grandchildren. They may be volunteering, receiving education or educating others, living in major cities, small towns or country villages, with family or friends, on their own, or in a care setting. They might enjoy financial security or face economic uncertainty, be well or ill, fit or frail, happy or sad, engaged or isolated. They may have been born here or come from another country, identify as male, female or non-binary, be straight, gay or bisexual, or be black, white or from another racial or minority ethnic group. Their diversity is vast.

The population is ageing at a faster rate in Scotland than the rest of the UK. Median age (the age at which half the population is older and half younger) in Scotland is 42.0 years from the mid-2017 population estimates, around two years higher than in the UK as a whole, and is projected to rise to 45.4 years by 2041, compared to 43.5 years for the UK. There is also considerable geographical variation in the ageing of the population within Scotland. In general, it is lowest in the cities and higher in more rural areas.<sup>2</sup>

Between 2016 and 2026, all council areas in Scotland are projected to experience an increase in their population aged 75 and over. Clackmannanshire (+48.0%) and West Lothian (+46.0%) are projected to experience the largest increases, while Dundee City (+9.6%) and Glasgow City (+2.9%) have the smallest increases.<sup>3</sup>

Scotland already has in place a hugely diversified portfolio of policy and legislative measures that support older people, whether specific to their needs (such as providing free personal care and concessionary travel) or applicable across the whole population (like the smoking ban and health and social care integration). Older people are already benefitting from these measures. But we recognise that we need to do more to ensure that all sectors of government link to deliver joined-up actions that impact on all the key elements of older people’s lives – continuing to engage with and contribute to their communities, accessing the public and other services they need, and ensuring financial security as they move into and through retirement.

**‘Over 50s in the UK are the top spenders in a number of categories, such as travel and tourism, food, clothing, household goods and eating out.’**

**J. Walter Thompson Intelligence (2018)  
The Elastic Generation – The Female Edit**

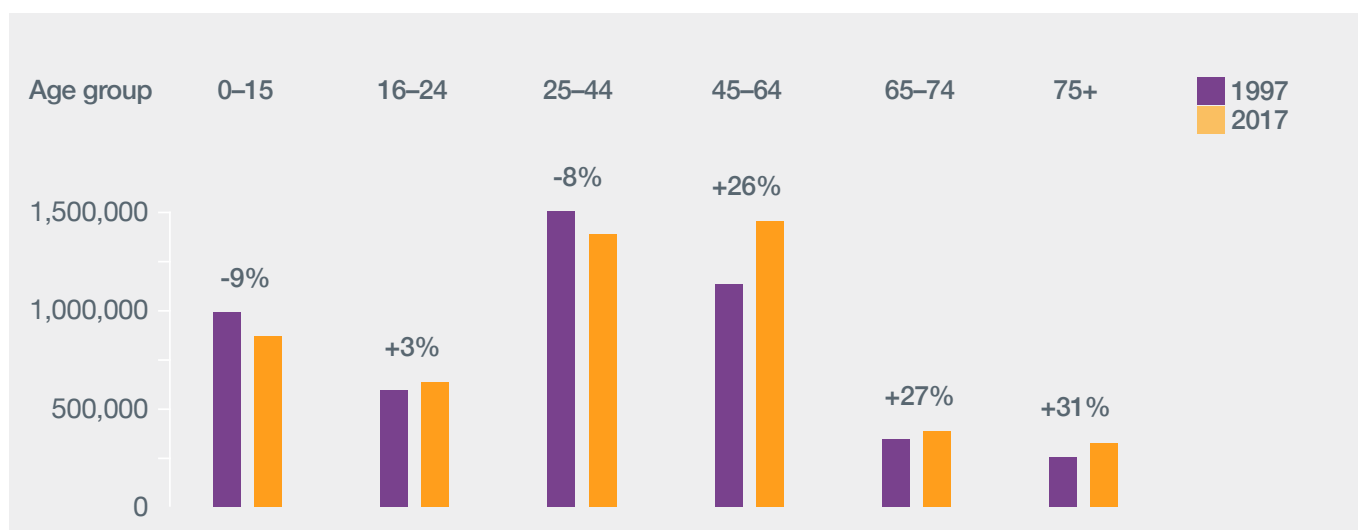
Increased longevity means that older people can now typically expect to live for another two or three decades. Maintaining wellbeing and a good

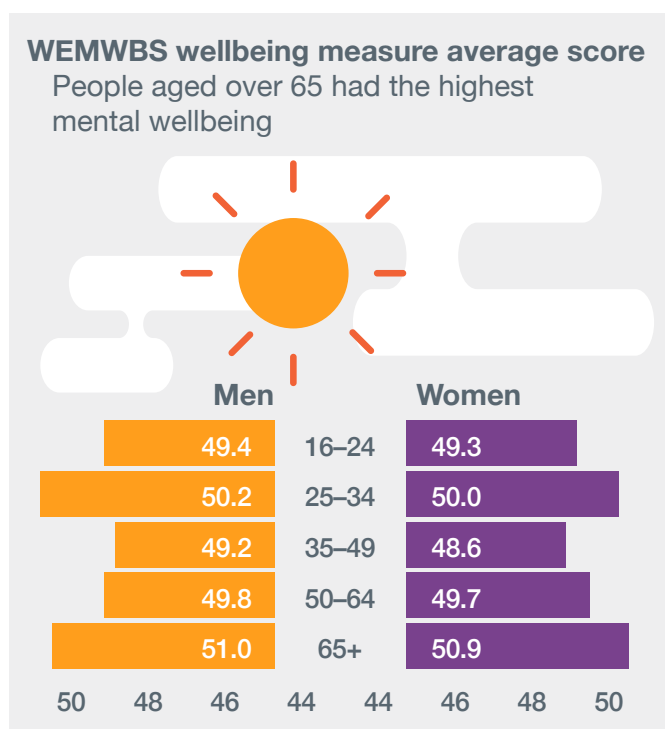
quality of life in the later years is now recognised as involving not only good health and economic security, but also maintaining social connections, keeping mentally and physically stimulated and having a sense of purpose. This can be termed as productive engagement.<sup>4</sup>

‘Productivity’ here includes activity that is not simply economic output, but which nonetheless creates value – doing housework or home improvements, caring, volunteering, or playing with grandchildren and informally helping out with friends and neighbours, for example. By this reckoning, around 98% of older households regularly undertake some productive activity. This is the longevity dividend accruing from the contribution of older people to both the economic and social fabric of society.<sup>5</sup>

The idea of productivity also counteracts assumptions of older people being dependent. Public leaders can help to shape a narrative of ageing that emphasises social cohesion, no matter people’s capacity to participate, that robustly confronts ageism, and which recognises and values older people’s lifelong contributions and potential.

### Scotland’s population by age





Source: Scottish Health Survey 2017

People are living longer, but not everyone is living well in their older age. They may live with ill health or disability, isolation, financial insecurity, discrimination and fear of exploitation or abuse. We must focus our efforts and energies in supporting those who need our help and put in place structures and support to ensure they and future generations of older people in Scotland live long, happy, healthy and fulfilling lives.

Life expectancy in Scotland for the period 2015–2017 was 77.0 years for men and 81.1 years for women,<sup>6</sup> which lags behind the UK as a whole, and is also one of the lowest in Western Europe. There are also stark variations in life expectancy and health status by region within Scotland; areas of lowest socio-economic status have lower life expectancy, but in addition a greatly prolonged period of ill health before death.<sup>7</sup>

Across our communities and workplaces, we need to recognise and start planning for ageing. We must also recognise that the challenge to society, businesses and policy-makers is to collaborate and design policy and solutions in a new way. Too often the dominant narrative of ageing in Scotland is focused on the ‘deficit model’ – the rising costs of health and social care and the sustainability of public finances and funding models, the tensions across generations that are changing our culture and society, and the need to invest in an infrastructure that is fit for today’s and tomorrow’s older generations. We want to change that narrative and we invite you to join us.

That’s why we are supporting the Festival of Ageing, creating a national platform to celebrate our ageing population and promote the huge benefits older people bring to society.

The Festival of Ageing will seek to:

- help articulate a vision of the kind of Scotland we want to see, where business, public sector and third sector organisations can work together with communities and civic Scotland to shape a new national narrative on ageing
- highlight the Scottish Government’s own work in this area and provide a platform to link this to the Scottish Government’s wider policy context in terms of inclusive growth, Scotland Can Do, digital innovation, education, health and social care, isolation and wider workforce development
- present the evidence, experience and opportunity that Scotland’s ageing workforce and population brings
- help empower individuals, organisations and communities to address Scotland’s ageing workforce and population.

## WE WILL

Support the Festival of Ageing to help us start on the path to achieving the aspiration of changing the narrative on ageing, creating a national platform to celebrate our ageing population and promote the huge benefits older people bring to society.

## Human rights and equality for older people

The full range of internationally-recognised human rights – civil, political, economic, social, cultural – belong equally to all people, including older people.

We are guided by the **UN Principles for Older Persons**,<sup>8</sup> including in relation to actions that help fulfil economic, social and cultural rights, such as the right to the highest attainable standard of physical and mental health, the right to work and to work in decent conditions, and the right to an adequate standard of living.

Scotland has a long and proud tradition of challenging disadvantage, discrimination and inequality, and this has helped to inform our work. The Equality Act 2010 requires all public authorities to: eliminate discrimination, harassment and victimisation; advance equality of opportunity; and foster good relations between persons who share a protected characteristic and those who do not. To deliver this obligation, the Scottish Government promotes a mainstreaming approach to equality to ensure that the impact of its policies, programmes and legislation on groups of people who share a protected characteristic are assessed by all areas and at all levels.

Although the 2010 Act is largely reserved, Scottish Ministers have supplemented the general duty by placing detailed requirements on Scottish public authorities through the Equality Act 2010 (Specific Duties) (Scotland) Regulations 2012. These Regulations support Scottish public authorities to improve implementation of the duties by requiring them to: report progress on mainstreaming equalities; propose and publish equality outcomes; assess policies and practices from the perspective of equalities; and publish employee information on pay and occupational segregation.

The Scottish Government is continuing to take forward measures within its devolved powers to deliver a modern, inclusive Scotland that protects, respects and fulfils internationally recognised human rights. The First Minister established an Advisory Group on Human Rights in January 2018 to work independently of government to develop recommendations on how Scotland can continue to lead by example on human rights, including economic, social, cultural and environmental rights. The Group presented its report and recommendations to the First Minister on Human Rights Day, 10 December 2018.

The long-term vision presented by the Group is for a new Act of the Scottish Parliament that brings internationally recognised human rights into Scots Law and creates a new, devolved human rights framework for all of the people of Scotland.

The rights of rights for older people and LGBTI (lesbian, gay, bisexual, transgender and intersex) communities are not currently the subject of specific, free-standing international human rights treaties, although they are mainstreamed through all other existing treaties. In order to demonstrate leadership and reflect international best practice, we will ensure that the proposed act explicitly refers to the rights of both older people and LGBTI communities. In doing so, it will cover civil, political, economic, social and cultural rights, including measures to protect against poverty and social exclusion.

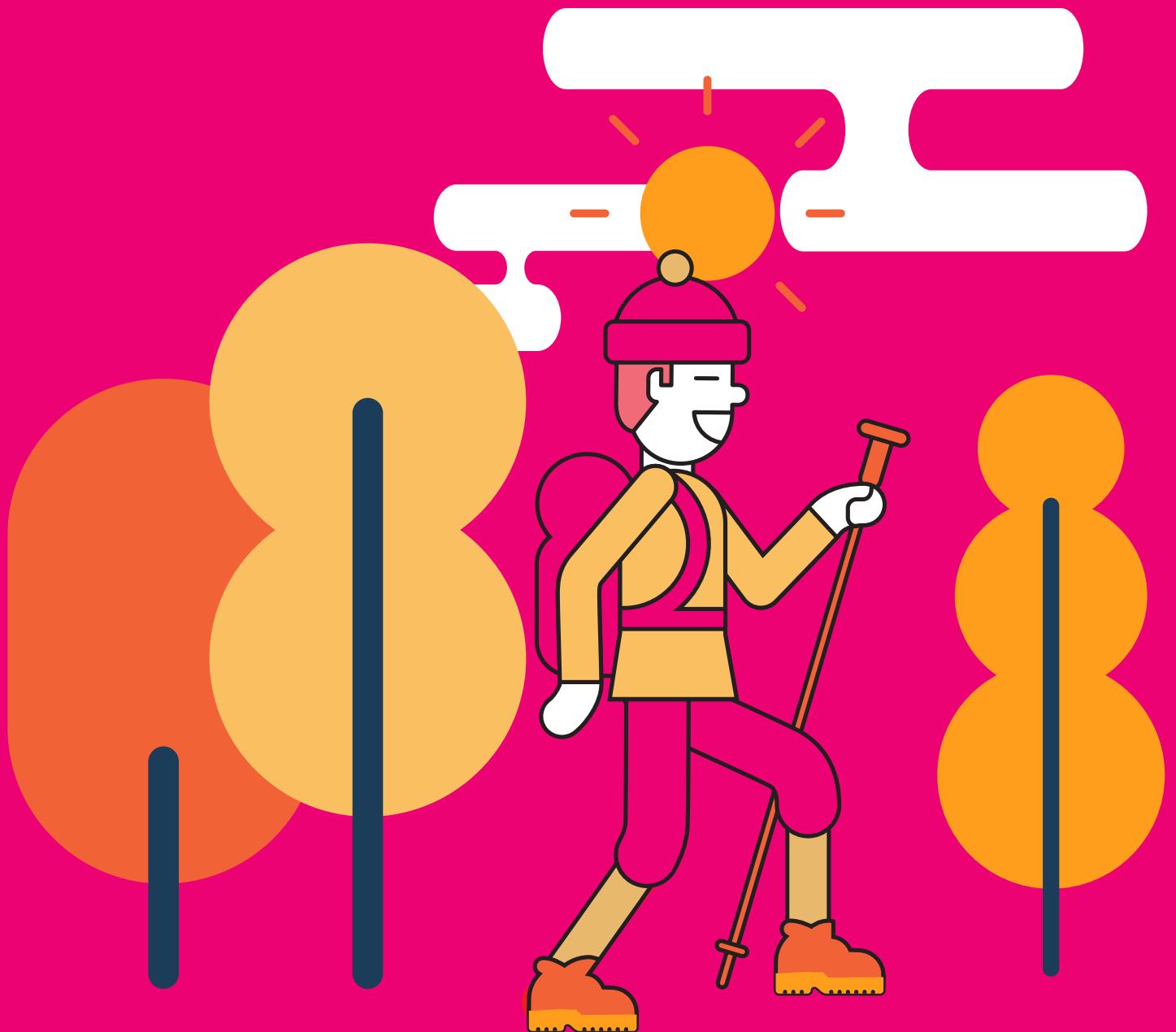
In 1991 the UN General Assembly adopted the UN Principles for Older Persons, which cover dignity, independence, participation, care and self-fulfilment. The UN General Assembly established a Working Group on Ageing,<sup>9</sup> which is considering the feasibility of further instruments and measures to protect the rights of older people.

#### **WE WILL**

Respond in full to the report of the Advisory Group on Human Rights and will prioritise actions that can be taken to address the human rights and equality impact of Brexit.

Work with external partners, engaging widely with civil society, including organisations representing older people and with the wider public sector, to establish a National Task Force to take forward the key recommendations, starting in 2019.

# Engaging with, and contributing to, communities



# HEARING OLDER PEOPLE'S VOICES

Older people have told us they want action to ensure they have access to:

- opportunities to remain actively engaged with, and involved in, their communities
- measures to improve community safety and reduce their vulnerability to scam callers and other kinds of elder abuse
- concessionary travel and transport
- activity that brings different generations together
- adequate housing that continues to meet their needs as they age.



**Supporting positive engagement – what Government and stakeholders are doing, and will do**

**Challenging discrimination against all older people**

The main aspiration of this framework is to challenge unwelcoming attitudes to, and discrimination towards, older people.

People's value, entitlement to be treated with respect, affection and dignity, and their rights as human beings do not change as they get older. Some older people, though, find that others can begin to view them differently as they age, making assumptions about diminishing faculties and abilities and gradually excluding them from normal discourses and activity. This leads to older people being treated 'differently' – in other words, to them being discriminated against.

Central to all measures to support older people, therefore, must be challenging stereotyping and discrimination. This is at the core of what older people are asking for – that society values them as positive contributors who have much to offer their families and communities. As a society we need to recognise and value the wisdom, knowledge and experience of older generations.



We must recalibrate perceptions so that ageing is not seen as something that should be feared, and older people are not regarded as a burden. Age discrimination and stereotyping are common; they are not only offensive, but in some cases, illegal. We are proud of our inclusive approach and tolerance, so it is unacceptable to continue to portray older people in a negative light, while ignoring the positive contribution they make.

**‘Four in five of those working in advertising media and PR agreed that the advertising industry comes across as ageist.’**

**Ipsos-MORI/Centre for Ageing Better  
The Perenials: the Future of Ageing, page 24**

All parts of society – government, health and care services, schools, local authorities, public and voluntary organisations, the media and people going about their everyday business – have an opportunity, and a responsibility, to banish ageism and discriminatory behaviour by addressing their own attitudes and actions. Each of us has a part to play in ensuring older people are valued for who they are, not dismissed for what they are.

## **WE WILL**

Work with members of the Older People’s Strategic Action Forum to further develop our understanding of the ageism and negative attitudes older people face and of where focused action is required to combat negative perceptions about older people. We will use the results of this to develop approaches to changing attitudes, working with others, including the media, to have the maximum impact.

The **Equality Act 2010** protects people from being discriminated against by employers, banks and businesses, health and care providers, landlords, education providers and local authorities on a range of grounds, reflected through nine protected characteristics, including age and disability.

The nine protected characteristics defined in the Equality Act offer protection against discrimination on the characteristics of people’s age, sexual orientation and race. Older people may also be protected by other protected characteristics, not simply age. An older person can be gay and disabled, or heterosexual and from a minority ethnic community – people have many characteristics on the basis of which they may experience discrimination, and the law reflects this.

We need to consider how older people, including those with other protected characteristics, can be better supported and their rights protected. We know, for instance, that the prevalence of disability in the UK increases with age: only 1 in 10 (10%) of 16–17-year-olds reports a disability, but this rises to over 1 in 4 (26%) of 50–64-year-olds.<sup>10</sup> The issue of how we support people with more than one protected characteristic is therefore important.

The Scottish Government’s Independent Adviser on Race Equality made a series of recommendations to sit alongside the *Race Equality Framework for Scotland 2016 to 2030*, published in 2016.<sup>11</sup> The Scottish Government’s response to the recommendations was contained in the *Race Equality Action Plan*,<sup>12</sup> many of the actions of which also apply to older members of the minority ethnic community.

One action in the recently published *Scotland's Open Government Action Plan 2018–2020*<sup>13</sup> states: “We will work with a group of civic society representatives, including race equality partner organisations, to engage with minority ethnic communities in the development of the Participation Framework towards completion in summer 2018.” The Participation Framework aims to:

- support the realisation of community empowerment through enabling public services to work differently, and with a collective outcome focus
- increase capacity, confidence and capability of public service colleagues, notably Scottish Government staff, to plan and deliver effective participation opportunities
- develop a method for mapping the participation ecosystem in Scotland, using the Scottish Government as a pilot
- significantly enhance knowledge of what participation activities already exist across Scottish Government, who is using them, and where they overlap or could be improved; it will also identify opportunities and gaps for more effective participation.



We need more language translations available for ethnic minorities.

We recognise that the barriers to ageing people face might differ, depending on the community they come from. Older Gypsy Traveller women, for instance, will benefit from funding of £100,000 from 2018 to 2020 to ensure that their voices are heard and they are involved in the decisions that affect their lives. This is part of the new Gypsy Traveller Women's Voices Project we launched in January 2019.

## Promoting lesbian, gay, bisexual and transgender (LGBT) equality

Scotland is considered one of the most progressive countries in Europe in terms of lesbian, gay, bisexual and transgender (LGBT) equality, and we aim to preserve and advance this reputation. Older LGBT people, however, have lived through much less tolerant times. Having felt the need to hide their sexual orientation or gender identity, they have on the whole been less visible within society.

They have experienced considerable disadvantage, including the criminalisation of homosexuality, widespread lack of legal protection and absence of recognition and affirmation of their identities and relationships. Today they have to cope not just with the legacy of prolonged exposure to stigma and discrimination, but also continue to experience a relatively high level of prejudice from their peers.

Older LGBT people face many issues in relation to ageing that are common to the general older population, but they are also likely to face other issues and inequalities related to their LGBT identity. These include diminished support networks, high levels of isolation, the long-term health and financial impact of lack of legal protection, invisibility, and the double discrimination of ageism and homo/bi/transphobia.

While this all points to a greater need for professional services and formal support in older age, older LGBT people often fear they will encounter discrimination, lesser treatment and ignorance from services. The Scottish Government will continue to take forward a range of measures to tackle prejudice and discrimination against LGBT people, including older LGBT people.

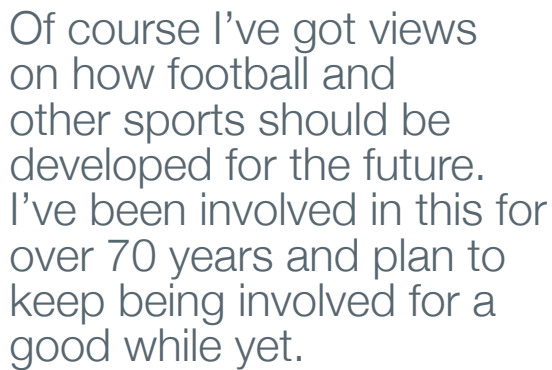
### WE WILL

Continue to support the LGBT Age project, which provides LGBT people over 50 (including those 'coming out' later in life) with support, social groups and activities, raising awareness of the needs of older LGBT people and promoting greater inclusion both within the LGBT community and more widely.

## Tackling social isolation and loneliness

Remaining active and engaged in communities is a clear priority for older people, and there is much the Government and partners can do to make this possible. Issues as diverse as making public spaces safe and welcoming, ensuring availability of transport at affordable prices, delivering adequate housing, fostering communities, encouraging intergenerational activity and ensuring people feel safe in their homes and communities are key to delivering this.

Stakeholders and their networks have told us that tackling social isolation and loneliness is fundamental to a thriving older age. Yet there continues to be a stigma that prevents people from admitting that they may be isolated or lonely;<sup>14</sup> we want to champion projects or initiatives that have proven successful in tackling social isolation and loneliness.



Of course I've got views on how football and other sports should be developed for the future. I've been involved in this for over 70 years and plan to keep being involved for a good while yet.

At all ages, people's attitudes and self-esteem are significantly affected by feeling needed and appreciated. Social isolation and loneliness can occur at any age, but common trigger points (bereavement, retirement, children leaving home, relationship breakdown) tend to congregate in later years. Chronic loneliness harms mental and physical health and can cause destructive behavioural changes.<sup>15</sup>

There are well-documented mental health impacts for older people who are lonely, including becoming more susceptible to depression and a greater likelihood of developing clinical dementia. The physical health impacts are comparable to obesity or smoking – chronic social isolation and loneliness can increase the risk of death, comparable to a 15-a-day smoking habit.<sup>16</sup>

People want actions that enable them to be and stay part of their communities, rather than having a sole focus on reacting to social isolation. People discuss the challenges of making new connections and friendships, and describe the many ways in which they are gradually distanced from their local communities and other networks to which they belong – issues such as the impacts of changes to shopping patterns, fewer post offices, libraries and similar places, reduced public transport, unmaintained pavements and poor street lighting that pose risks to safety, and problems with availability of public toilets, for instance. They want to be part of finding new ways of doing things that build inclusive communities.

Our strategy in this area, *A Connected Scotland*,<sup>17</sup> was published in December 2018 to tackle social isolation and loneliness and build social connections. It recognises that people of all ages can be at risk for different reasons, and that long-term physical and/or mental health conditions can also play a significant part. Evidence suggests that over a third of people in Scotland live alone, and 40% of adults who were living alone in 2017 were of pensionable age.<sup>18</sup> Older people are proactively seeking support; in the first half of 2016, 31% of the 16,000 calls received to Silver Line Scotland included loneliness as a key theme.

We will continue to work with and support key stakeholders through *A Connected Scotland* and take forward cross-government work to identify where we can deliver better outcomes for people as they age to ensure they do not become socially isolated. Significant events such as ill health, retirement or a bereavement can have a big impact, and we will work to ensure that barriers are identified and targeted.

We have established a National Implementation Group to embed a cross-sectoral approach through the development and implementation of a shared delivery plan for the strategy, along with a shared performance framework to help us understand the difference we are making. The Group will consider how best to reach and take account of a range of views and voices in shaping plans for implementation, including engagement with initiatives like the Action Group on Isolation and Loneliness, which comprises a range of third sector organisations. Membership of the Implementation Group was announced in January 2019 and includes representatives of Age Scotland and the Campaign to End Loneliness, which has a particular focus on older people in relation to social isolation and loneliness.

#### **WE WILL**

Deliver *A Connected Scotland* in partnership with the National Implementation Group to help tackle social isolation and loneliness as they affect Scotland's older people.

## Supporting volunteering

Volunteering brings enormous benefits and enjoyment, not only to beneficiaries, but also to communities and to volunteers themselves. We know that among other things, volunteering increases social and civil participation, empowers communities, and reduces loneliness and isolation. It can improve mental and physical health, support the development of job and life skills, and foster a greater sense of belonging.

Volunteering also makes a huge contribution to the Scottish economy – the annual value of volunteering in Scotland is estimated to be £2.26 billion.<sup>19</sup>

Older adults make up a significant proportion of Scotland's volunteers, but the 75+ age group has the lowest participation rate of any demographic. Inequalities of volunteering for all disadvantaged groups run across all ages.

Action to increase volunteering participation for all and to address inequalities is vital to the continued expansion of opportunities for more people to volunteer and participate in society. We want to build on the positive contribution older people are already making to society and the economy through volunteering by reducing barriers to participation. We want everyone who wants to participate to be able to do so, and to be able to experience the positive benefits of volunteering.

We are working in partnership with the sector to develop a National Volunteering Outcomes Framework that will set out a coherent and compelling vision for volunteering and identify the key evidence and data that will be used to drive an increase in participation for all.

#### **WE WILL**

Engage with the Older People's Strategic Action Forum, using data and evidence compiled in the development of the Volunteering Outcomes Framework, to discuss the key drivers and barriers to volunteering for older people and ensure the Forum is engaged in the development of the associated Delivery Plan.

## Supporting the veterans community

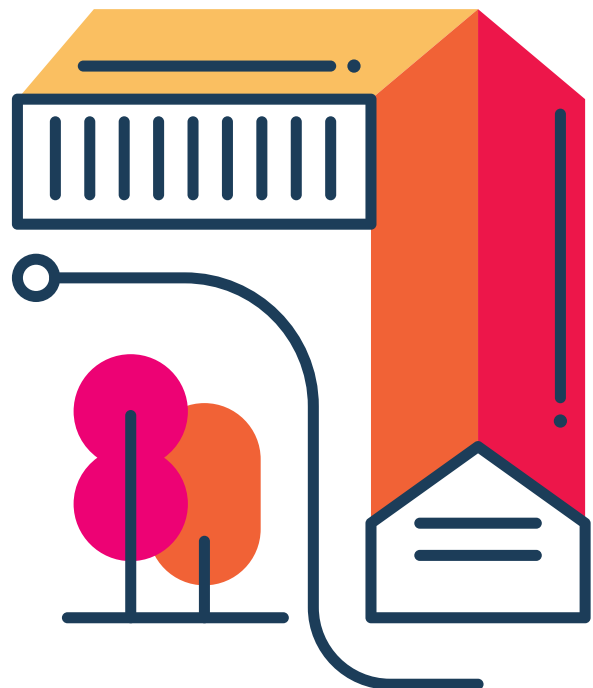
In the UK, a veteran is anyone who has served for at least one day in Her Majesty's Armed Forces (Regular or Reserve), or merchant mariners who have seen duty on legally defined military operations. Approximately 220,000 people in Scotland<sup>20</sup> have served in the Armed Forces in one manner or another, of whom over 80% are estimated to be over the age of 50. The experiences of veterans today range from serving in the Second World War, through National Service, to more recent operations in the Balkans and Middle East.

The vast majority of older veterans lead a long and fulfilling life, and overall, there are no differences between the percentage of veterans and non-veterans who report that their health problems limit their activity. We will continue to ensure they are not disadvantaged due to their service when compared to the civilian population.

### WE WILL

Work alongside the UK Government and others to take forward the *Strategy for Our Veterans*<sup>20</sup> to help ensure that we respond to the changing needs of Armed Forces veterans over the next decade. The strategy addresses the immediate needs of older veterans, and defines the right conditions for society to empower and support them.

In taking this work forward, we will engage with a range of veterans and veterans' organisations, both large and small, and the Scottish Veterans Commissioner to better identify how we can support the Armed Forces community.





## Tackling and preventing malnutrition

Preventing malnutrition, and effective identification and treatment, can significantly improve the quality of people's lives and reduce demand on health and social care services. Older people are particularly at risk of becoming malnourished, which can seriously affect their health and wellbeing.


Long-term health conditions can have an impact on people's ability to eat well and maintain adequate nutrition levels. We also know that low incomes, loneliness and social isolation are strongly associated with malnutrition.

We remain committed to Scotland becoming a Good Food Nation in which the people of Scotland – including older people – have improved access to, and understanding of, the benefits of healthy local foods. Our Good Food Nation consultation will inform the further development of our plans for policy action and legislation.

### WE WILL

Work with health and social care partnerships and other stakeholders on practical actions to ensure malnutrition is identified and managed quickly and effectively, learning from experience in Scotland and further afield.

## Keeping physically fit and active



Everyone forgets that us “oldies” still love things like music and sport. I love going to gigs.

Opportunities for engagement in community activities are enhanced if people remain physically fit and active throughout older age. Our *Active Scotland Delivery Plan*<sup>22</sup> aims to cut physical inactivity in all people by 15% by 2030, using wide-ranging approaches that include active travel funding, support for formal sports and informal physical activity, and partnership-working across the transport, education, health and planning sectors.

Specific actions for older people include expanding the Care About Physical Activity Programme (see the ‘Avoiding falls’ section overleaf), programmes to enable older people to enjoy travelling more actively, supporting the Cycling Without Age project to expand across Scotland, and working in partnership with sports bodies to encourage participation in sport for older adults.

### WE WILL

Consider how agencies might improve partnership-working to further address inequalities in access to opportunities to be physically active, including inequalities relating to age, at the next meeting of the Active Scotland Delivery Group in May 2019.

## Avoiding falls

The incidence of falls among people living in care homes is three times greater than for those living in their own homes. The impact of falls is stark: 20% of older people who sustain a hip fracture die within six months, and the cost to the NHS of hip fractures alone is around £73 million per year.

Improving levels of physical activity can drastically reduce the risk of falling in older people. We have provided £1.7 million since 2016 to the Care Inspectorate to deliver the Care About Physical Activity Programme to support older people residing in care homes to become more active. The Programme was designed specifically to support social care professionals to feel skilled and confident in enabling older people experiencing care to move more and live well.

External evaluation of the Care About Physical Activity Programme has confirmed that it is having a positive impact. Older people experiencing care significantly reduced their likelihood of falls and significantly improved their hand-grip and lower-leg strength. They were able to do more tasks independently, without the use of equipment like hoists. Overall, the proportion of time spent moving increased significantly and individuals reported spending 80 more minutes per day moving. Alongside this, fewer people needed assistance standing, with 82% being able to stand unassisted. Older people who participated in the Programme also reported being significantly happier and more satisfied, and feeling more worthwhile and less anxious.

We currently are preparing a falls and fracture prevention strategy for Scotland which will present a series of ambitions and commitments to help people avoid falling and recover more effectively following a fall. The strategy is not exclusively about falls and fracture prevention in older people, but its commitments and outcomes will have a big effect on older people going forward.

The falls and fracture prevention strategy will highlight that the risk of harm from falls can be shaped by life circumstances, health, wellbeing and lifestyle choices in early and adult life and into older age. Prevention requires a through-life approach; behaviours such as being physically active, eating well and avoiding smoking should be promoted across the life span.

Allied health professionals across Scotland are transforming the way they work to bring more of a focus on prevention, early intervention and rehabilitation to help older people in Scotland to live healthy, active and independent lives.





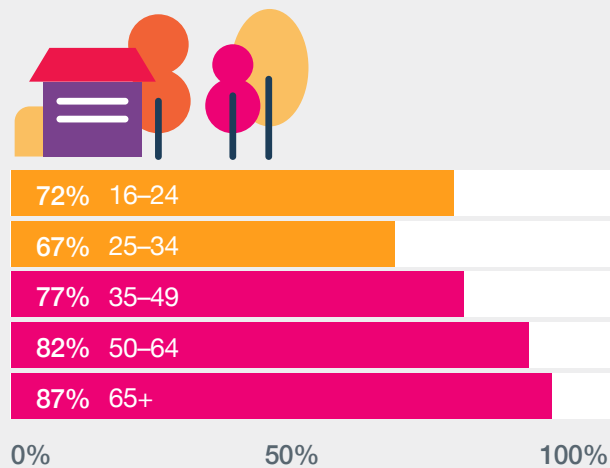
## Transforming local democracy

There is a growing recognition that it is often better for decisions about the issues that affect communities in Scotland to be taken with more active involvement of those communities, whether at local, regional or even national level. This enables public services to work in ways that meet local circumstances and reflect the priorities of different communities.

In 2018, people came together in their communities to take part in the Democracy Matters conversation.<sup>23</sup> Over 4,000 people from diverse places and with a range of interests and backgrounds got involved. We heard a very broad range of views, but nearly everyone wanted to change how people are involved in decisions that affect their lives. The Scottish Government, Convention of Scottish Local Authorities and the community sector will now work together to deepen and broaden the conversation.

### Percentage fairly/very strong feeling of belonging to community

Older people are more likely to have a strong feeling of belonging to their community



Source: Scottish Household Survey 2017

### WE WILL

Re-engage with the Older People's Strategic Action Forum to help shape new transformative arrangements for local democracy in Scotland, with equalities and human rights at their core.

## Ensuring housing for all

We champion independent living for older and disabled people within their communities. Living in the right home with the right support can be the key to enabling people to live safely and independently at home.

Wouldn't it be good if housing designers thought about ageing – you know, houses that can adapt and age with us?

We recognise that older people want to live safely and independently at home for as long as possible. Our strategy for housing for Scotland's older people for 2012–2021, *Age, Home and Community*,<sup>24</sup> presents our vision for housing and housing-related support for older people. We published a mid-point review of the strategy in October 2017,<sup>25</sup> and in August 2018 launched our refreshed *Age, Home and Community: next phase strategy*.<sup>26</sup> It takes account of changing needs and demographics and will help address issues of isolation older people can face. It also looks at improving access to suitable housing.

### WE WILL

Work with stakeholders to deliver actions within the *Age, Home and Community* strategy to ensure we have a housing system that works for older people.

We have already begun to work on a vision for how our homes and communities should look and feel in 2040 and the options and choices to get there. We want this to be a lasting legacy that is not just about new homes, but also about making best use of our existing buildings. That is why we are proposing to develop a new approach encompassing the whole housing system.

### WE WILL

Continue to engage with a wide range of stakeholders who have an interest in housing to ensure we address the housing needs of a growing ageing population.

Since the integration of health and social care, integration joint boards are responsible for the planning and delivery of housing adaptations (using budgets created by delegation) and for reviewing and developing services to improve outcomes for people who require housing adaptations. We are undertaking a practical review of the existing guidance on adaptations and will issue revised and updated guidance and support to integration joint boards later this year.

### WE WILL

Undertake a practical review of existing guidance on housing adaptations to identify barriers and potential areas for development.

The Housing (Scotland) Act 2014 (which comes into force in May 2019) introduces under-occupying as a new reasonable preference category for social housing tenants in the allocation of social housing. This will enable social housing tenants who have more bedrooms than they need to be prioritised in allocations when they want to downsize to a smaller social housing property. While the legislation does not specify any age group, in practice it is more likely to be older people who are under-occupying and may be seeking to downsize. This will help support older people to move to housing that better meets their needs.

## Protecting from scamming and other forms of abuse

Older people have expressed concern about their vulnerability to doorstep crime, scamming and other forms of abuse. Research indicates that more older people feel safe in their communities, but this is certainly not the case for all. And unplanned life events, such as having to move to a new community for housing reasons, can exacerbate anxieties through people losing their neighbours and social circle, and becoming at risk of loneliness and isolation.

The *Independent Review of Hate Crime Legislation in Scotland: final report* carried out on behalf of the Scottish Ministers by Lord Bracadale was published in May 2018.<sup>27</sup> It proposes the creation of a new statutory aggravation whereby an offender who was motivated by hostility based on the victim's age, or who demonstrates hostility towards the victim based on age during, or immediately before or after, the commission of the offence, would be recorded as having committed an offence aggravated by age hostility. Lord Bracadale recognised, however, that in some cases where a crime is committed against an older person, it may be that the victim is not targeted because of the offender's hostility against older people, but rather because the offender perceives the victim as being more vulnerable than other people in society.

As part of our consultation on Lord Bracadale's report on hate crime, the Scottish Government has sought views on whether there should be a new statutory sentencing aggravation that would apply in situations where criminals deliberately target someone whom they perceive to be particularly vulnerable.

Many older people rely on others for maintenance of their homes, which can make them more vulnerable to scammers and rogue traders. Online and cold-calling scams can also be harder for some older people to detect and protect themselves from. Lack of awareness and technical knowledge may be contributing factors. The role of the Telephone Preference Service should be much more prominent, but its effectiveness should be monitored and reported.

The Telephone Preference Service is the only official UK 'do not call' register for opting out of live telesales calls. Its register is established and supported by legislation. Organisations that want to make live telesales calls in the UK are legally required to screen their sales lists against the Telephone Preference Service list. Public money is not used to support this service – the direct marketing industry pays for it.<sup>28</sup>



## Promoting intergenerational activity

**'Four in five (83%) want to mix with people of different ages and generations.'**

**Ipsos-MORI/Centre for Ageing Better  
The Perenials: the Future of Ageing, page 75**

The opportunity to take part in activity with people of different ages – commonly referred to as intergenerational activity – offers a real positive incentive for older people to remain engaged and contributing to their communities. Intergenerational activities provide a vital role in ensuring that different generations (older and younger) come together to connect and interact, building relationships, respect and understanding. Together they can share experiences, knowledge and skills which are mutually beneficial, tackling shared challenges and preventing exclusion and isolation.



The children brightened my day!

As part of the legacy of the Year of Young People, we'll look at what more we can do to develop intergenerational practice and encourage contact between people of all ages. This will help to challenge ageism and discrimination and ensure that people of all ages are more included in their communities.<sup>29</sup>

The National Centre for Intergenerational Practice in Scotland, Generations Working Together, promotes intergenerational approaches to enhancing and improving the lives of older and younger people. Intergenerational practice contributes to giving people of all ages a more positive attitude to ageing, countering and reducing negative attitudes towards older and younger people, helping older and young workers to support each other and see the shared benefits of a vibrant community, and supporting people's educational development.<sup>30</sup> But of course, encouragement must be given to ensuring intergenerational links are forged naturally and are not derived solely from projects.

## Engaging with culture and supporting creativity

We recognise how important culture is to Scotland's future and want to enable everyone to have an equal opportunity to take part in, or contribute to, cultural life in Scotland. The benefits of taking part in creative activities and coming together to celebrate our diverse heritages as we age are becoming increasingly clear, with positive impacts on health, wellbeing and addressing isolation and loneliness.

There is also increasing awareness of the many benefits that intergenerational activity or 'social prescribing' can bring for young and old, with culture providing a broad platform on which to get involved, from storytelling and reflections of the past, to singing, dancing, drawing and painting, to name but a few.

That's why we are developing a culture strategy for Scotland that will show how important culture is to Scotland's future and will enable everyone to have the opportunity to take part in, or contribute to, cultural life in Scotland, no matter their background. We are reflecting on the rich material that the consultation for the strategy has generated, and will bring forward the final version later in 2019.



[We need] more places like the Craft Café in Govan with an open and relaxed environment and choices of activities – something to suit everyone.

Creative Scotland provides a range of support to organisations that offer opportunities to older people. Luminare, for example, Scotland's creative ageing organisation celebrating creativity as we age, runs a diverse programme of creative events and activities throughout the year. The Luminare Festival between 1–31 May 2019 is a nationwide event that brings together older people and those from across the generations to celebrate our creativity as we age, share stories of ageing and explore what growing older means to us all. Events take place in care homes, village halls, community centres and arts venues, and creative activities can bring young and old together.

### WE WILL

Ensure that the voices and experiences of older people are reflected through the forthcoming culture strategy for Scotland, which will be published in 2019, and will continue to celebrate the valuable contribution that older people make to cultural life in Scotland.

## Hearing the rural voice and promoting inclusive growth

Although the population in mainly rural local authorities of Scotland<sup>a</sup> has grown in the past 10 years by nearly 4%, the population in the islands and remote rural local authorities<sup>b</sup> has grown by only 1.8% and has actually declined in some areas, most noticeably in Argyll and Bute and the Western Isles.

The proportion of people over 65 years in 2017 was highest in remote rural Scotland, with 25% of the population in that category compared to 21% in accessible areas and 18% in the rest of Scotland. The share of the working age population (16–64 years) was lowest in remote rural areas (59%) compared to accessible rural (62%) and the rest of Scotland (65%). For this reason, we need to ensure rural needs and opportunities are mainstreamed across all areas.

Access to housing, health care and education has implications for economic growth in rural Scotland, and the distinctive demographics of rural areas have real implications in terms of health and social care. We must look to creative, holistic solutions if we are to future-proof our rural communities and take a cross-government approach to solutions, actions and opportunities.

It is the people who live and work in rural Scotland who are best placed to create and sustain the resilient communities on which the development of Scotland's rural economy depends.

<sup>a</sup> Mainly rural local authorities are: East Ayrshire, Aberdeenshire, Clackmannanshire, East Lothian, South Ayrshire, Moray, Angus, Perth and Kinross, Highland, Dumfries and Galloway, and Scottish Borders.

<sup>b</sup> Islands and remote rural local authorities are: Argyll and Bute, Shetland Islands, Orkney Islands and Na h-Eileanan Siar.

A new group tasked with bringing the rural economy to the forefront of policy-making, the Rural Economy Action Group, will guide how Scottish Ministers drive forward any actions flowing from the recent report by the National Council of Rural Advisers. The recommendations, currently under consideration by Scottish Ministers, include ensuring rural policy is embedded in all decision-making, and national economic plans and industry-led strategies are joined up to promote the rural economy. This work highlighted the need for support for the rural workforce, including those over 50.

One of the National Council of Rural Advisers' 10 outcomes relates to the need to have highly valued, flexible, adaptive and skilled people. Two further recommendations specifically reference older people in relation to housing solutions, around the need to:

- address restrictive regulations that affect housing (such as retirement options for tenant farmers without capital) and remove regulatory barriers to collaborative planning
- collaborate with local authorities, residents, their families and key stakeholders to find innovative housing solutions to adapt housing that meets the needs of the ageing, and the young, rural population.

### WE WILL

Support the mainstreaming of rural policy and learn from examples of successful community-led practice that supports good rural outcomes. Those with the right skills needed to support our rural economy and communities should be encouraged to do so.

# Accessing public and other services





# HEARING OLDER PEOPLE'S VOICES

Older people want action to ensure they have access to:

- the public services they need
- adequate numbers of care sector workers in the wake of Brexit
- the health and social care services they require, including mental health
- opportunities to influence how health and social care integration is organised and delivered.

## Supporting positive engagement – what government and stakeholders are doing, and will do

When we speak of services in this chapter, we refer to services in their widest sense – so not just central and local government services, but also those accessible from the voluntary and private sectors that have been identified as priorities by older people, such as banking and healthcare.

## Supporting community facilities

Keeping connected with communities and everyday activities is one of the means by which health and wellbeing can be supported. Older people speak of their concerns about community facilities – things like libraries, parks, local shops, meeting places, and banking services – being reduced or removed.

The Scottish Government's *A Connected Scotland*<sup>31</sup> strategy for tackling social isolation and loneliness and building stronger social connections recognises **the importance of libraries to communities**. That's why we're investing in the Public Library Improvement Fund to support innovative ways for people to use public libraries, and are also taking forward implementation of the first strategy for public libraries in Scotland. We will work to ensure our approach to increasing access includes hard-to-reach groups and considers further how to build on what libraries already offer as community hubs.





## WE WILL

Engage with key partners on *Ambition & Opportunity: a strategy for public libraries in Scotland 2015–2020*<sup>32</sup> in recognition of libraries as vital public spaces for older people.

Older people, particularly (but not exclusively) those in rural areas, have expressed great concern about the **closure of local bank services** as banking moves increasingly to online platforms (similar issues arise in other services, such as post offices). The Scottish Government shares concerns on this issue and has lobbied strongly for bank closure reversals, but as regulation of the financial system remains a matter reserved to the UK Parliament in Westminster, our influence in this area is limited. We will nevertheless continue to support action for a more diverse banking sector and raise issues of local bank branch closures with senior executives in the sector.

## WE WILL

Continue to highlight the damaging impact of financial services reductions in local services to banks and post offices to the UK Government.

Continue to work with the financial services sector to mitigate the impact of service reform on older people.

For those who experience reduced mobility in older age and require support with, for example, accessing toilet facilities, the Scottish Government is fully committed to the continuing provision of Changing Places toilets. This is an important part of the *A Fairer Scotland for Disabled People: delivery plan*,<sup>33</sup> particularly in supporting our ambition that “places should be accessible to everyone.”

On 20 February 2019, the Scottish Government announced funding of £45,000 for PAMIS (Promoting a More Inclusive Society) to design and build a second mobile Changing Places Toilet to support individuals and families to be able to get out and experience what Scotland has to offer, particularly in more remote regions.

We also recognise that good health and wellbeing and the ability to **access health services** are vitally important to older people. We want to ensure that person-centred care planning is enabled, and documentation of anticipatory care plans ensured.

## WE WILL

Continue to implement the new GP Contract by transferring services so that GPs can focus on the work only they can do. This will allow for longer consultations for patients where they are needed, particularly for complex care of patients with multi-morbidity, including co-morbidity of physical and mental health issues.

Revise and update the Palliative Care Direct Enhanced Service, which resources practices to learn from and improve the palliative care they provide, from April 2019.

Through our National Primary Care Workforce Plan, we have set out how we will assist primary care services effectively to respond to the changing and growing needs of the ageing population and the anticipated changes in the way services will be developed to meet these needs.

### WE WILL

Strengthen multidisciplinary teams to deliver an enhanced and sustainable workforce to improve patient outcomes in primary care settings.

Work with partners to ensure that better-quality and more timely data is developed to drive effective local and national workforce planning for primary care.

We know demand on primary care services inevitably will rise, given increasing levels of multi-morbidity among an ageing population and our strategic goal of shifting care from hospitals to community and home or homely settings. This requires a GP workforce that is both sufficient to meet demand and flexible enough to address changing needs.

### WE WILL

Increase the number of GPs working in Scotland by at least 800 by 2028 through our recruitment and marketing campaign that will launch this year.

Continue to invest in training and education of general practice nurses, providing nursing care across the life cycle. This includes supporting the management of long-term conditions and supporting people with complex conditions or who are frail as part of integrated community teams.

We must create the conditions that facilitate more meaningful conversations between people and their healthcare professionals, and create the conditions that help people make informed choices about their treatment and care options, based on what matters most to them. The shared vision for Scotland is that:

**‘By 2025, everyone who provides healthcare in Scotland will demonstrate their professionalism through the approaches, behaviours and attitudes of Realistic Medicine.’**

Dr Catherine Calderwood,  
Chief Medical Officer for Scotland<sup>34</sup>

**Realistic medicine** is about:

- listening to and understanding patients’ problems and preferences
- sharing decisions between healthcare professionals and their patients
- ensuring that patients have all the understandable information they need to make an informed choice
- moving away from the ‘doctor knows best’ culture to ensure a more equal partnership with people
- supporting healthcare professionals to be innovative, to pursue continuous quality improvement and to manage risk better
- reducing the harm and waste caused by both over-provision and under-provision of care
- identifying and tackling unwarranted variation in clinical practice.

Professionals and patients sharing decisions will ensure people have the information they need to make an informed choice about their treatment and care, meaning they will receive care they really value. Shared decision-making can also reduce the harm and waste caused by overtreatment and help redirect wasted resources to more appropriate care.

In October and November 2018, we held Scotland's first ever **Citizens' Jury**, a recognised tool for public engagement, on a health topic. Over three weekends, the Jury considered the question: 'What should shared decision-making look like and what needs to be done for this to happen?'

The Jury presented recommendations to the Chief Medical Officer in February 2019 on what needs to be done to support professionals and the public to practise shared decision-making.<sup>35</sup> The Scottish Government committed at the outset to carefully consider the recommendations and reply to all, either with a commitment to action or an explanation of why any recommendations cannot be taken forward.

#### WE WILL

Develop an action plan to take forward the Citizens' Jury recommendations to help promote and support shared decision-making to help ensure people receive healthcare they really value.

## Promoting transport links

Transport is a key area in which the Government and partners have been able to take positive action to promote older people's engagement with, and contributions to, communities.

We are committed to providing free bus travel to older and disabled people, helping them to lead more connected, healthier and happier lives. Since the scheme began in 2006–2007, we have provided budgets of over £2 billion to fund concessionary travel. The average benefit per year is about £260 for a person eligible to use the Scotland-wide Free Bus Travel Scheme for Older and Disabled People. There are close to 1.4 million cardholders in Scotland, of whom 90% hold a pass on the basis of age. The scheme as a whole was responsible for around 141.8 million journeys in 2017–2018.



We consulted in 2017 on how to ensure the sustainability of concessionary travel. The scheme is greatly valued and works well for cardholders for a number of reasons, including making financial savings, reducing isolation, engendering a sense of greater independence and increasing confidence in their own ability to travel. Cardholders see the scheme as having improved their mental and physical wellbeing. Additional journeys are being made by cardholders that would not otherwise have been made. Respondents with a disabled or visual impairment card cited greater independence as a key benefit.

Community transport plays an important role in providing flexible and accessible community-led solutions in response to unmet local transport needs, and often represents the only means of transport for many vulnerable and isolated people, often older people or people with disabilities. Typically, community transport includes voluntary car schemes, community bus services, school transport, hospital transport, dial-a-ride, wheels to work and group hire services. Most community transport initiatives are demand-responsive, taking people from door to door, but a growing number are scheduled services along fixed routes where conventional bus services aren't available.

These types of services help people access the services they need, particularly in rural areas where public transport can be limited. They are of particular benefit to older and disabled people who have difficulty accessing conventional bus services. Our research tells us that community transport offers health benefits, including enabling access to health services and ensuring fewer missed appointments, and also that it has wider economic benefits for local communities, providing jobs and supporting volunteering and training opportunities.

**Bus usage was highest for people aged 60 to 79; in rural areas, however, older people were less likely to have used a bus in the previous month**

Percentage who had travelled by bus in the previous month by urban/rural classification



**15%** of people aged **50 to 79** living in remote rural areas had used a bus in the past month



In contrast, about **70%** of people aged **60 to 79** living in large urban areas had used a bus

Source: Transport and Travel in Scotland 2013–17

Funding is provided to local authorities for community transport and demand-responsive transport services, and local authorities allocate the funding to best meet local needs and circumstances. We are supporting community transport through funding to the Community Transport Association in Scotland to develop the sector and provide a minibus driver and instructor training programme in Scotland.

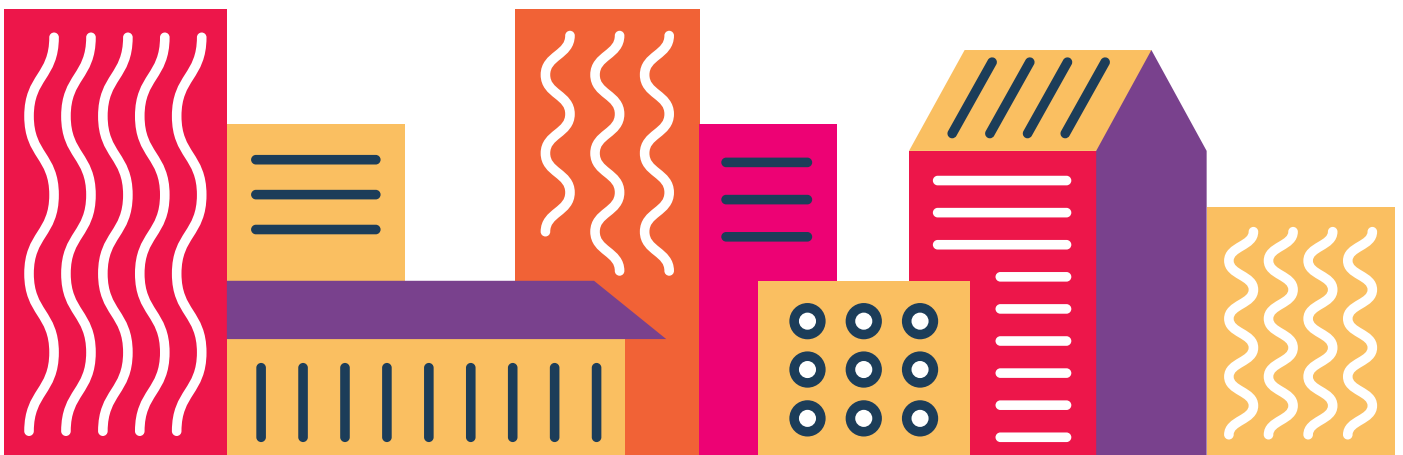
The Bus Service Operators Grant scheme is a discretionary grant that subsidises commercial and community bus routes. This is an annual subsidy of over £50 million comprising a core payment and an incentive for the operation of green, environmentally-friendly buses. The Grant contributes to the maintenance of the nation's bus networks for the benefit of passengers. The core payment aims to support operators to keep fares at affordable levels and provide networks more extensive than would otherwise be the case.

We currently are reviewing the National Transport Strategy. The new National Transport Strategy will be published by the end of 2019 and will set out a compelling vision for transport for the next 20 years. As part of the review, national working groups involving a range of key stakeholders were convened to examine significant themes relating to transport. One of these groups, of which Age Scotland and the Mobility and Access Committee for Scotland were members, looked at the theme of 'Tackling Inequality', and covered a range of concerns expressed by older people (among others) around accessibility to public transport and affordability. The group submitted a report with suggested policies to underpin the new National Transport Strategy, and these suggested policies are currently being assessed for fitness to be included in a formal public consultation on the new strategy commencing May 2019.

In addition to the report from the working group, extensive stakeholder engagement with older people took place in 2018 on the National Transport Strategy review. Workshops convened jointly by Transport Scotland and Age Scotland were held throughout Scotland to explore the specific concerns, opportunities and challenges faced by older people in relation to transport. Feedback from these workshops will help to inform thinking around the production of the draft strategy.

**WE WILL**

Engage directly with the Older People's Strategic Action Forum to shape the next National Transport Strategy as part of our consultation process.



## Promoting self-directed support

The Social Care (Self-directed Support) (Scotland) Act 2013 enshrines in law that people who are eligible for social care support must be involved in decisions about what their support looks like and how it is delivered. This re-balancing of power between services and the individual seeks to ensure that the supported person can direct their care in a way that focuses on the aspects of life that matter to them.

The *National Self-directed Support Strategy 2010–2020*<sup>36</sup> is a joint Scottish Government and Convention of Scottish Local Authorities (COSLA) 10-year plan dedicated to driving forward the personalisation of social care in Scotland. COSLA and the Government jointly approved the 2016–2018 self-directed support implementation plan to help with the changes needed to introduce, use and roll-out the approach in full across Scotland, and to support people to get the choice and control set out in the legislation. The full implementation of self-directed support is integral to the developing programme of adult social care reform.

### WE WILL

Publish a national implementation plan (2019–2021) to embed self-directed support in social care nationally and locally, so that older people can make the decisions that matter to them in terms of being supported to maintain their social connections.

Under the Support in the Right Direction 2021 (SiRD2021) programme,<sup>37</sup> we are funding 31 projects delivering direct and local independent support across 31 local authority areas. These projects will help older people and their carers make informed decisions and plans for their social care and work towards maximising their choice, control and flexibility over those arrangements. Over £7.2 million will be invested in projects from October 2018 to March 2021, with work with relevant local authorities ensuring that more people across Scotland who require social care are engaged, informed, included and empowered to make choices about their support.

## Integrating health and social care

A number of innovative ways of delivering healthcare in rural areas are being developed and tested with Scottish Government support. Working with NHS boards, we are developing networks between rural and urban hospitals to support doctors working in rural areas to maintain and develop their skills, ensuring that patients can access and receive safe care. Access to health and care services is also being enhanced through technological means, including the Attend Anywhere browser-based video consultation tool, which allows access to routine appointments from home or anywhere through a smartphone/tablet.

Free Personal Care for people aged 65 and over in Scotland currently benefits around 76,000 older adults. In 2016–2017, just under 46,000 older people received personal care in their own homes and just over 30,000 in residential care homes. The Scottish Government has been working with the Convention of Scottish Local Authorities and other partners to improve the fairness and consistency of charging for social care, and Free Personal Care will be available to those under 65 who are assessed as requiring it by 1 April 2019.<sup>38</sup>



Prevention programmes for improving health in later life, particularly for those with lower health status, will be vital to enabling people to live in good health and wellbeing in older age. Shortening the amount of ill health in later life is clearly possible,<sup>39</sup> not only through measures in the health and social care sector alone, but also by a wide range of sectors – education, housing, transport, work and pensions, benefits and leisure sectors, for instance – coming together with health and social care to put in place the opportunities and supports people need to keep well and avoid ill health.

## Developing a national programme to support local reform of adult social care

Together with the Convention of Scottish Local Authorities, we have been working with people who use social care support, carers, people who work in social work and social care, local and national organisations, health and social care partnerships, councils and other professional sectors to co-develop a national programme to support local reform of adult social care.

Scots are enjoying longer lives, which often are accompanied by more complex care needs. Demand for social care is growing faster than our traditional services were designed for. The programme is bringing together different perspectives, skills and experiences to agree what needs to change for people to be able to access the right support into the future and how to make those changes. It will raise awareness of the value of social care for individuals and our society and identify where and how national action can build on, and support, existing and planned work driven by local communities and health and social care partnerships.

The People-led Policy Panel is a new engagement framework consisting of 50 members, with a core group of 19 people who meet on a more regular basis. The diverse group members all have lived experience of adult social care support, including carers. They have experience of different kinds of social care for different purposes and are from a spread of areas across Scotland. The Panel will be engaging with other citizen-led groups and forums to get more in-depth insights on specific perspectives or issues. The views and experiences of older people will be directly involved in this work.

### WE WILL

Work with the People-led Policy Panel to shape what the national programme to support local reform of adult social care will focus on, and the projects and activities within it.

The Adult Support and Protection (Scotland) Act 2007 gives local authorities powers to intervene to prevent harm and abuse to adults who may be vulnerable. The Act places duties on local authorities, health boards, police and others to cooperate to protect adults to reduce and prevent the risk of harm. It covers all types of harm, physical, psychological and sexual abuse, neglect and self-harm. An inspection of six adult support and protection partnerships by the Care Inspectorate and Her Majesty's Inspectorate of Constabulary in Scotland in 2018 found strengths and areas for improvement.

We are developing an improvement plan to strengthen adult support and protection across Scotland, with the work to be delivered over the next three years.

**WE WILL**

Formally engage with the Older People's Strategic Action Forum in 2019 so that the experiences of older people are reflected in and inform our improvement programme for adult support and protection.

In partnership with the Convention of Scottish Local Authorities, care providers, integration authorities and the Care Inspectorate, we will be undertaking work looking at the future role of care homes in the context of health and social care integration. This will be taken forward as part of the national programme to support local reform of adult social care.

## Safeguarding against the effects of Brexit on health and social care services

The Scottish Government shares older people's concerns about the effects of the UK exiting the European Union (EU) (Brexit) on recruitment and retention of staff in the health and care sector. While the long-term implications of Brexit cannot be predicted precisely, very real impacts have already been felt, with the Nursing and Midwifery Council reporting a massive decline in the number of registration applications from nurses and midwives from the European Economic Area and Switzerland over the year immediately following the EU referendum. Our *National Health and Social Care Workforce Plan: part three*<sup>40</sup> sets out approaches to ensuring we have the workforce Scotland needs across health and social care, and these approaches will seek to mitigate the impacts of Brexit as these emerge. The next iteration of the workforce plan will be the publication of the Integrated Health and Social Care Workforce Plan this year.

What we do know for sure is that Scotland's health and social care sector benefits enormously from the contribution of staff from across the EU. Around 13,000 citizens from other EU nations currently work in health and social care in Scotland, comprising 3.5% of the sector's overall workforce. In social care alone, 7.3% of registered nurses and 5.5% of adult social care staff come from non-UK EU nations.

We greatly value EU citizens and their wider contribution to our society, and we are working to ensure their rights and place in our nation are protected. This means we need to retain our ability to recruit staff from inside and outside the EU, with cross-border mobility and freedom of movement being essential components. To this end, we are absolutely committed to supporting EU nationals to continue to live and work in Scotland.



## Addressing mental health issues in older age

Mental health is an absolute priority for this government, reflected in the appointment of a specific minister for mental health. Our new 10-year *Mental Health Strategy 2017–2027*<sup>41</sup> has a strong focus on equalities, recognising the enormous impact mental health can have on health, wellbeing and quality of life in older age.

Our vision for the strategy is of a Scotland where people can get the right help at the right time, expect recovery, and fully enjoy their rights, free from discrimination and stigma. Our annual Mental Health Forum, the next of which is due in December 2019, provides an opportunity for stakeholders to track progress on the actions in the strategy and to help develop new actions in future years to help meet our ambitions.

A major part of mental health services in Scotland is enabling access to psychological therapies, a range of interventions designed to help people understand and make changes to their thinking, behaviour and relationships to relieve distress and improve functioning. The strategy commits the Scottish Government to offer national support to NHS boards to ensure no unwarranted variation across the country to mental health and psychological therapy services, and no lower levels of access to psychological therapies for people over the age of 65, numbers of which are now included in quarterly waiting times reports for psychological therapies from integrated joint boards.

### WE WILL

Work closely with NHS boards throughout 2019 to improve provision of, and access to, mental health services, including psychological therapy for people over the age of 65.

## Supporting people with dementia and their carers

There is an estimated number of up to 90,000 people living with dementia in Scotland, the vast majority of whom are over 65. Since 2007, we have taken priority action on dementia, with our third *National Dementia Strategy 2017–2020* published in 2017.<sup>42</sup> Many people are developing dementia into very old age when they are already living with long-term or chronic conditions. The integration of health and social care in Scotland is designed to enable more older people with multiple conditions to stay living well in their own homes for longer and retain an active part in their communities as far as possible. Ongoing national work on dementia will include engagement with this framework's agenda.

### WE WILL

Coordinate national work on dementia and this framework to ensure that older people with dementia retain a visible and active part in their communities.

Engage with the Older People's Strategic Action Forum on our ongoing national work on dementia to ensure older people's representative groups are linked in to the current dementia strategy.

## Planning the delivery of integrated services

Health and social care have been integrated to change the way key services can be accessed and delivered, with greater emphasis on supporting people in their own homes and communities and less inappropriate use of hospitals and care homes. The people most affected by these developments, and for whom the greatest improvements can be achieved, are older people.

The Public Bodies (Joint Working) (Scotland) Act 2014 provides the framework under which health and social care integration is taken forward. Integration authorities are required to engage and consult with a range of stakeholders and work with local communities and professionals to improve outcomes and sustainability.

A key element of the Act is that integration authorities are required to engage and consult with a range of stakeholders, working with local communities and professionals to improve outcomes and sustainability. It is important that the voices of those in communities, including older people's, are heard on matters relating to health and social care integration. This takes place primarily at locality and strategic planning group level, but improvements in how engagement and consultation are taken forward are important in supporting the appropriate redesign and delivery of services that will meet older people's, and others', needs within their communities.

At national level, the Ministerial Strategic Group for Health and Community Care has proposed a look at how local systems undertake meaningful and sustained engagement to ensure this is the central pillar of how services are planned and delivered.

### WE WILL

Engage with the Older People's Strategic Action Forum in 2019 on matters relating to health and social care integration, and the current engagement and consultation practices of local partnerships.

Produce revised statutory guidance on local community engagement and participation based on existing good practice, which will apply across health and social care bodies. This will ensure engagement is central to achieving the scale of change and reform required via health and social care integration, and is an ongoing process that is not undertaken only when service change is proposed. The guidance will be published by the end of 2019.

Ensure carers and representatives of people using health and social care services are supported by their local partnerships to enable meaningful engagement with their constituencies. This would include, for example, receipt of integration joint board papers with enough time for meaningful engagement and allowing people using services time to respond to issues raised. It would also include paying reasonable expenses for attending meetings.

## Supporting people with sensory impairment

The Scottish Government is committed to supporting children and adults who have deafness, sight loss and dual sensory loss to access the health and social care they need through its *See Hear* strategy.<sup>43</sup>

The term sensory impairment can apply to several different conditions. The strategy reflects this and works across a wide spectrum of categorisations and all age groups, supporting people who identify with, or who have a diagnosis of, auditory, visual or dual sensory loss.

The strategy's recommendations are delivered through local partnerships involving local authority, health and third sector organisations who are responsible for identifying local priorities and developing workstreams, timescales and implementation plans based on local priorities and need.

There is an estimated 850,000 people with hearing loss in Scotland, one in six of the population, and of those, 70% are over 70. This figure is projected to increase by 50% by 2034.

Most services for those with hearing loss are provided from acute hospital settings, with only 15% of all activity classed as community-based provision. We are seeking to improve community provision of support for people who use hearing aids, delivering more accessible and integrated services and providing diagnostic services in premises closer to people's homes. This is why we are establishing two pilots that will explore the delivery of enhanced community audiology services in a general practice setting. The pilots, which link with third sector providers, will be held in NHS Ayrshire and Arran and NHS Tayside and are set to commence early in 2019, running for 12 months.

### WE WILL

Work with stakeholders to deliver enhanced community audiology services and testing.

Use evidence from pilots exploring the delivery of enhanced community audiology services in a general practice setting to inform next steps in provision of audiology services for older people.

We recognise the importance of good eyesight throughout life, and the Scottish Government is committed to continuing to provide free NHS-funded eye examinations for everyone. Monitoring for eye disease becomes more crucial as we age, and additional tests and assessments to identify early signs of sight-threatening conditions, especially glaucoma and age-related macular degeneration, are part of the Scottish eye examination for older people. We will continue to provide an NHS-funded eye examination service to support the early identification of sight-threatening disease.

Visual impairment increases dramatically with age. Loss of vision can have a devastating effect on a person's physical and mental wellbeing. The appropriate provision of low-vision aids can support independence within the community and reduce reliance on support services.

### WE WILL

Establish a community-based low-vision service, building on the groundwork that has already been conducted, to improve access to low-vision aids and appropriate signposting to other support services.

## Introducing technology-enabled care

'Globally, just over half (55%) of us believe that technological development has the capacity to improve age for a lot of people'

**Ipsos-MORI/Centre for Ageing Better**  
**The Perenials: the Future of Ageing, page 177**

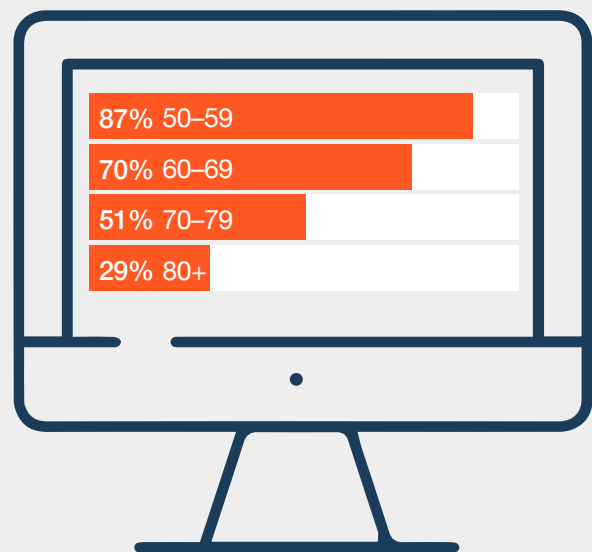
Scotland's world-leading Technology-enabled Care Programme continues to support greater independent living and healthy ageing by delivering a step-change in how technology is used as a cost-effective support. This includes maximising the service redesign opportunities presented by the shift from analogue to digital telecare services.

Technology and technology-enabled care are providing new and exciting opportunities to identify people at risk before they have experienced harm. New technologies are emerging that can monitor our health, combining pioneering 'predictive analytics' with innovative wearable technology to identify the most vulnerable people in society.

## Promoting digital participation

Eighty-five per cent of Scottish households reported having internet access at home in 2017, an increase from 42% in 2003. The groups most likely to remain disconnected are the older generations, people living in social housing, those who are unemployed, and people who have challenges accessing digital technology due to disabilities.

**Average internet use decreases with age**  
Percentage who use the internet every day



Source: Scottish Household Survey 2017

The Scottish Government is committed to increasing digital participation. A cross-sector movement throughout Scotland to ensure that everyone is able to realise the social, cultural and economic benefits of digital technologies now exists. This is shown in the continuing increase in digital participation, the number of signatories to the Digital Participation Charter, the number of projects supported by the Charter Fund and the increase in sector-specific digital champion networks.

Our Digital Participation Team has been looking at ways to increase digital inclusion for older adults. Research carried out with groups of older people with varying degrees of digital skills has shown that many older people prefer peer-to-peer learning from someone they know and identify with, over more formal training courses.

We are now working with organisations such as the Scottish Council for Voluntary Organisations, Age Scotland, third sector community projects and housing associations to develop a network of digital champions for older people to aid digital inclusion and reduce social isolation and loneliness through the development of essential digital skills.

The Scottish Government funds the Scottish Council for Voluntary Organisations with £375,000 a year to support the Digital Participation Charter and the Digital Participation Charter Fund, ensuring there are robust links across sectors and that the Charter and Fund have as wide a reach as possible.

The aim of the Digital Participation Charter is to create a movement of support for the development of essential digital skills across Scotland. The Charter has secured commitment from over 600 public, private and third sector organisations to build the digital skills of their workforce, customers, volunteers and service users and to support each other to achieve that aim.

The Charter Fund was established in 2014 to support local projects to increase digital participation. It was a key action outlined in the Scottish Government's *Digital Participation: a national framework for local action strategy*, published in 2014.<sup>44</sup>

The Fund's aim is to provide funding for organisations to assist digitally excluded people to gain or improve their basic online skills. We have invested £1.5 million in the Fund, which has supported 169 local projects across Scotland to enable over 20,000 people to gain or improve their essential digital skills. Round 7 of the Charter Fund was launched on 30 January 2019 and is open to organisations from all sectors to support the development of basic digital skills. This round of funding focuses on two specific themes:

- supporting working-age people to increase financial capability, employment and other economic outcomes
- supporting older and disabled people to reduce social isolation and loneliness.

#### WE WILL

Work with the Ministerial Action Group on Digital Participation to increase digital inclusion of older people with the growing technology-based services sector.

Work with groups of older people to understand how digital technology can add value to their lives in a way that is meaningful to them, and link this to our ongoing work on delivering our digital strategy for Scotland.

## Providing health and social care for older prisoners

Work on improving the provision of health and social care integration includes providing support to older prisoners with health and social care needs. The Scottish Parliament's Health and Sport Committee report on healthcare in prisons, published in May 2017,<sup>45</sup> and the HM Inspectorate of Prisons for Scotland's report *Who Cares? The Lived Experience of Older Prisoners in Scotland's Prisons*, published in July 2017,<sup>46</sup> highlighted the urgent need to review the provision of health and social care due to the rise in older people in prison.

We established a national Health and Justice Collaboration Improvement Board in response, consisting of senior leaders from health and justice agencies, to explore how we can improve collaboration between health and justice and deliver benefits in practice. Under this Board, a Health and Social Care Integration in Prisons Workstream was established. This project is due for completion by March 2020.

The Workstream commissioned the University of Dundee to undertake a review of the current provision of social care in Scotland's prisons, focusing on the human rights and equality of prisoners, and making recommendations on how to improve provision. The report is due to be published in spring 2019 and will inform the development of a new model for delivery of health and social care integration in prisons.

### WE WILL

Respond to the recommendations made in the University of Dundee's review of the current provision of social care in Scotland's prisons when developing a model of delivery of integrated health and social care in Scotland's prisons, taking into consideration the human rights and equality of care of older prisoners, including all of the protected characteristics.

## Searching for people who go missing

Older people in communities across Scotland are among those who go missing every year. The likelihood of an older person going missing is increased if they have a condition like dementia. In 2017–2018, Police Scotland made 22,966 investigations for people who were missing: 36% involved an adult (over 18 years) and 2% (538) involved an adult with dementia. Work in local authority areas has been developed to respond to this issue in ways that take account of local circumstances and support agencies in working together to locate those who have gone missing.

Police Scotland worked with partner organisations in 2015 to develop protocols for safeguarding and preventing people at risk of going missing, and of activating the appropriate response when they do go missing to ensure they are found as quickly as possible. A protocol for adults in care homes has been evaluated and is currently being reviewed with a view to identifying best practice and rolling-out the protocol through 2019–2020 to help safeguard older people who go missing.

### WE WILL

Work with Police Scotland and partner organisations to develop and roll-out the adults in care settings pilot protocol to safeguard and prevent people at risk of going missing.

# Ensuring financial security





# HEARING OLDER PEOPLE'S VOICES

Older people want action to ensure they have access to:

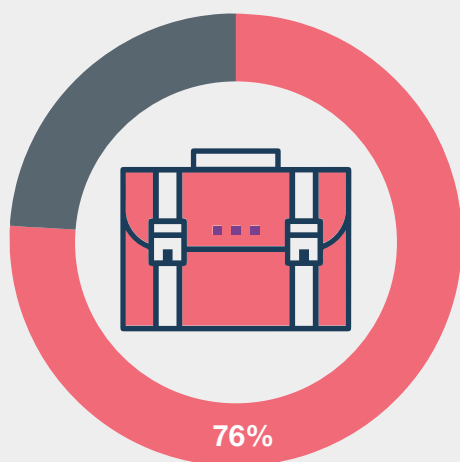
- flexible employment opportunities
- measures and initiatives that promote their financial security (including pensions, benefits, meeting funeral costs and avoiding fuel poverty)
- support for planning for life changes
- measures to address the issues raised by the rising retirement age and the implications it has for older people's caring responsibilities and volunteering opportunities.

**Supporting positive engagement – what government and stakeholders are doing, and will do**

**Promoting ongoing employment for older people**

The number of older people in Scotland who choose to work continues to increase, and we know from national statistics that over half of workers over state retirement age in Scotland report that they are not yet ready to stop working.<sup>47</sup> Financial reasons are most commonly cited as the motivation behind delaying retirement, but older workers also speak of wanting to continue to use their skills and experience and enjoy the social interaction of the workplace.<sup>48</sup>

**Three quarters of people thought it wrong to make somebody retire because they reach a certain age**



Source: Social Attitudes Survey 2015

We are committed to enabling older people to remain in employment for as long as they wish. We published research in 2016 that explored the drivers behind the consistent increase in pensioner employment (those still in paid work beyond the age of eligibility for State Pension) over the past decade,<sup>49</sup> and commissioned a second study to develop understanding of the motivations, opportunities and barriers experienced by older workers (defined as those aged over 50).<sup>50</sup>

The research highlighted that most participants expressed a desire to reduce their working hours prior to retirement, but knowledge of flexible working options and provisions was low. Half of the sample group referred to their financial circumstances when discussing the timing of retirement. Plans appeared to be closely tied to whether a person had sufficient financial resources to ensure a reasonable standard of living without income from paid employment. Those with the highest household incomes and biggest pension pots had a greater degree of choice over when to leave the labour market than lower-income participants.

Around a quarter of participants indicated that they would like to retire before they reached State Pension age but could not afford to do so, either because they would not have access to any other source of income, or because any state benefits or private/occupational pension income they might receive would be insufficient to meet household needs. Pensions sufficiency was less of a concern for the lowest earning participants, as the move from low earnings to State Pension would not represent a significant drop in their income.

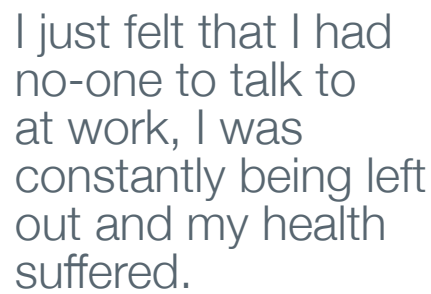
There was widespread lack of knowledge and understanding among participants relating to their own pension provision. Many did not know how much money they would receive out of their pension (not only the State Pension, but also private and occupational pensions).

The report recommended a number of actions, including:

- providing pension-related information via a range of channels and media, including traditional paper-based communications
- increasing older people's awareness of flexible working opportunities and the right to request flexible working
- improving recognition that women still carry out most caring responsibilities
- the Scottish Government leading a series of events and workshops for employers across Scotland to share good practice and discuss adoption of more age-inclusive working practices.

We have therefore been using this and other research to inform policies, such as the Workplace Equality Fund, on supporting older people who wish to extend their working lives.

Age should not be a barrier when someone wishes or needs to work and can contribute in the workplace. There needs to be willingness among employers to engage older people and recognise their skills and experience. Support that will allow older workers flexible working arrangements to accommodate health and care commitments, such as the Family-Friendly Working Scotland Partnership and the Carer Positive scheme should be a priority for employers. We established the Carer Positive employer accreditation scheme for employers with flexible employment policies for staff who are also unpaid carers. Nearly 350,000 employees in Scotland are now working in 135 Carer Positive organisations (as of February 2019).



I just felt that I had no-one to talk to at work, I was constantly being left out and my health suffered.

The Scottish Government promotes the uptake of the Living Wage, which benefits older workers financially, and has successfully reached the target set by the First Minister to have 1,000 Scots-based Living Wage Accredited Employers – there are now just under 1,400. Since October 2016, we have provided funding to local authorities as part of an overall investment in social care to enable adult social care workers to be paid the real Living Wage. We believe that all hours worked should be paid at the minimum of the real Living Wage, and the commitment is being extended to cover sleepover hours during 2018–2019. We will increase our package of investment in social care and integration to exceed £700 million in 2019–2020, underlining our commitment to support older and disabled people and recognising the vital role unpaid carers play.

We have fulfilled our commitment to supporting a Returners Project across industrial sectors in which occupational segregation is a concern. These projects helped experienced women to return to the workplace after a break, helped them update skills and knowledge, and enabled employers to gain from retaining skilled staff. As stated within *A Fairer Scotland for Women: gender pay gap action plan*, published in March 2019,<sup>51</sup> we will learn from the Returners Project and will invest £5 million over the next three years to support around 2,000 women to return to work.

We have highlighted in the gender pay gap action plan the additional barriers women can face in the labour market because of gender and age. Women transitioning through the menopause while in work, for example, can require support. The Scottish Government wants to set a positive example in this area and is currently reviewing its workplace guidance.

The action plan also sets out our commitment to fund a feasibility study for a Centre for Flexible Work for Scotland. This Centre, a UK first, would design, test, embed and scale new approaches to increase the availability of quality, flexible work in Scotland.

We are funding several projects through the £750,000 Workplace Equality Fund to support the development of age-inclusive workplace practices. In partnership with Impact Funding Partners, we supported a Workplace Equality Fund business-to-business learning event in March 2019 to share good practice, including lessons learnt on the adoption of more age-inclusive working practices.

### WE WILL

Work with employers and trade unions to improve workplace practices for the benefit of women, with a particular focus on supporting women who have protected characteristics. This will be taken forward through an expanded Workplace Equality Fund, based on lessons learnt from the previous Fund.

Work with women's organisations and trade unions to gain a clearer picture of the issues faced by women transitioning through the menopause to identify other areas where action may need to be taken.

Continue to work with partners, including Age Scotland, Business in the Community, the Chartered Institute of Personnel and Development and the University of Edinburgh, to promote good practice to employers.

Overall, there needs to be a greater emphasis on more intelligent deployment of older workers, particularly in occupations that are physically challenging. The aim is to ensure the skills and experience of older workers are used to maximum effect while work-related risks to physical and mental health are reduced.

Work is already taking place in the public sector in this area: Scottish Water, for example, offers middle-aged workers a ‘Career MOT’ that enables individuals to review how they wish to continue working into the future and enables them to tailor their careers to achieve maximum benefits for themselves and the organisation. This kind of approach needs to be supported by active measures to ensure older workers keep healthy through, for example, attention to ensuring workplace canteen menus include healthy options, reviewing shift patterns and working practices (ensuring regular movement opportunities for those with sedentary jobs, for instance), and ensuring access to health promotion advice and support. Healthy workplaces are those that actively promote good physical and mental health.

Similarly, we will continue to engage with private sector employers and their representative business organisations to ensure older workers are supported to remain active participants in the workforce and have access to retraining and upskilling opportunities and health and wellbeing support as required.

Healthy Working Lives, the Royal Society for the Prevention of Accidents, the Chartered Institute of Personnel and Development and other stakeholders are now looking again at the need for information and advice for employers on how to best support an ageing workforce. This is being taken forward under the auspices of the Partnership for Health and Safety in Scotland’s plan for action on safety and health (for more information, visit: <http://www.hse.gov.uk/scotland/>).

**Fair Work** is central to our economic strategy: it is good for workers, good for business and good for Scotland. The Fair Work Action Plan published in February 2019<sup>52</sup> sets out how we will deliver our ambitions on fair work. It was developed in consultation with the Scottish Trades Union Congress, the Fair Work Convention, employers and other stakeholders. The action plan will be regularly reviewed and refreshed to reflect the progress being made.

It focuses on actions to:

- support employers to adopt Fair Work practices
- deliver Fair Work to a diverse and inclusive workforce
- embed Fair Work across the Scottish Government.

We have also committed to co-host an International Fair Work Summit with the Fair Work Convention to showcase Scotland’s achievements in this field and will increase the number of people employed who are paid the real Living Wage in Scotland, focusing on traditionally low-paid sectors and locations

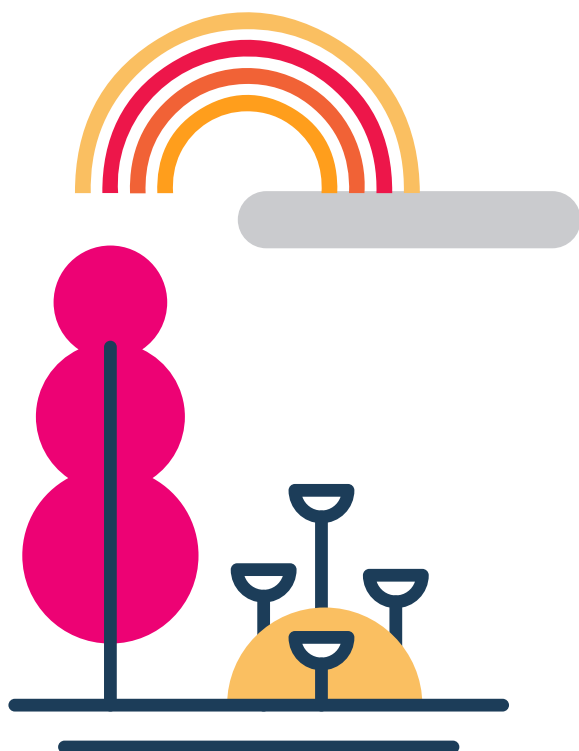
The **Fair Work Convention** was established in April 2015 and developed the **Fair Work Framework**, which states that:

“By 2025, people in Scotland will have a world leading working life where fair work drives success, wellbeing and prosperity for individuals, businesses, organisations and society. The Fair Work Framework sets out what is meant by fair work, why it is important, who can play a part in making Scotland a world-leading nation in fair work and how this might be achieved.”

The Fair Work Convention published its report, *Fair Work in Scotland's Social Care Sector 2019*, on 26 February 2019.<sup>53</sup> The report makes five recommendations, including for the Government to support the creation of a new sector body that establishes minimum standards for fair work terms and conditions and to reform social care commissioning. Most of the workforce are women, with many over 50. The report calls for urgent interventions by policy-makers, commissioners and leaders in the social care sector to improve the quality of work and employment for the 200,000 strong workforce in Scotland.

#### WE WILL

Respond to the Fair Work Convention's report, *Fair Work in Scotland's Social Care Sector 2019*, and the recommendations it makes.



## Making training and education accessible to all in older age

All older workers will in the future need access to ongoing training opportunities, and older people with free time might want to pursue their interests through education, either at university level or perhaps by joining, for instance, a local historical society or language class. Some educational opportunities carry a price tag, and we don't want financial pressures to dissuade older people from following their interests.

Enrolling at a Scottish university in older age is not as rare as some people might think. Between academic years 2011–2012 and 2016–2017, an average of 7,067 people aged 50–60 and 3,636 over 60 enrolled for university courses each year.<sup>54</sup>

We are committed to providing all students in Scotland, including those who are older, with the financial support they need to succeed. Following a review of our student loan age-cap policy, we decided to increase the age at which students can claim a maintenance loan from 55 to 60 from academic year 2016–2017.

Access to university for people of all ages from the widest range of backgrounds remains a key priority for the Scottish Government. Our aim is that by 2030, everyone, no matter their background or circumstances, has an equal chance of going to university. As well as free tuition, all students, regardless of their age, are eligible to apply to the Student Awards Agency Scotland for a means-tested bursary and additional living-cost grants. All universities in Scotland also have a discretionary fund to which students experiencing financial difficulty can apply for help with study-related costs, such as travel.



## Ensuring financial security in older age

Financial security in older age is important in allowing older people to live the kinds of life they wish, to remain engaged with their communities, pursue interests and passions, and continue to develop and thrive as individuals. Remaining in paid employment for longer will clearly support this aspiration, but for many older people, financial security depends on ongoing access to pension funds (both state and private) and a range of other financial benefits and measures.

Figures released by Age Scotland show that over 200,000 over-65s in Scotland are struggling financially,<sup>c</sup> despite an estimated £292 million in Pension Credit and Housing Benefit alone going unclaimed each year. We ran a campaign in March 2017, backed by Age Scotland, to raise awareness of financial support available. This included a full media campaign in a bid to reach as many people as possible, as vital benefits can make a major difference to keeping people out of poverty: if every person eligible for Pension Credit and Council Tax Reduction received their entitlement, this would help lower poverty levels among older people.

The Scottish Government has committed through the *Fairer Scotland Action Plan*<sup>55</sup> to helping older people claim the financial support they are entitled to and has worked with partners to develop a Financial Health Check, with a strand for older people. We launched the free Financial Health Check Service for older people (and low-income families) in November 2018 following the successful 2017 pilot and the 'You've earned it, Claim it' campaign.

<sup>c</sup> Pensioner poverty rates have remained relatively stable since 2008–2009, with 13% of pensioners in relative poverty in 2015–2016.

### WE WILL

Monitor the quarterly update reports provided by our delivery partner Citizens Advice Scotland to determine the success of the Financial Health Check Service. This will include data on the number of older people accessing the service, the financial gains, client satisfaction and financial confidence, and improved mental health as a result of the check.

Consider how best to engage with older people as part of our ongoing work on the Financial Health Check Service.

Many older people are concerned about **having to sell their home to pay for care** as they get older. The Scottish Government appreciates that some people would prefer to delay the sale of their home following their move into a care home, and introduced legislation in 2002 to allow local authorities to set up Deferred Payment Agreements through which they recover the cost of care only when the property is sold.

A Deferred Payment Agreement is a legal contract between the local authority and the individual through which the local authority recovers the cost of care only when the person's property is sold. It may include provisions on the amounts to be deferred, agreements over insurance, maintenance and letting of the property, arrangements for termination of the agreement and any other provisions that have been agreed.

The Scottish Government will commence delivery of **Disability Assistance for Older People**, the devolved replacement for **Attendance Allowance**, a disability benefit for people over State Pension age. We will award Disability Assistance for Older People to help with extra costs if a person has a disability severe enough that they need someone to help look after them.



In developing our approach to delivering Disability Assistance for Older People, we have engaged with older people and their carers, in particular those who currently receive Attendance Allowance, to establish areas in which we could improve once the benefit is being delivered by Social Security Scotland.

**WE WILL**

Commence delivering Disability Assistance for Older People by the end of 2020.

## Protecting the State Pension

State Pension policy currently is reserved to the UK Government. The Scottish Government supports the equalisation of the pension age for men and women in principle, but cannot agree with the unfair manner in which the UK Government is imposing these changes on women. We have urged the UK Government to reconsider transitional arrangements for the affected women, but so far without success. We will assess the impact of the changes with a view to providing support to these women when we are able to do so.

The Scottish Government has written regularly to the UK Government about the WASPI (Women Against State Pension Inequality) issue. The rapid acceleration of the State Pension age for women to equalise it with the age for men has left many women without adequate notice to prepare for retirement, causing distress to those affected and a real economic disadvantage and inequality. We believe that this is wrong, but the powers available to us through the Scotland Act 2016 do not allow us to create a new benefit where somebody would qualify by reasons of old age.

The increased pension age will also affect carers. If the State Pension age increases, carers could potentially be poorer for longer – Carers Allowance is significantly less per week than the State Pension. Carers also have less opportunity to build up a private pension, so may have less money than non-carers when they retire.

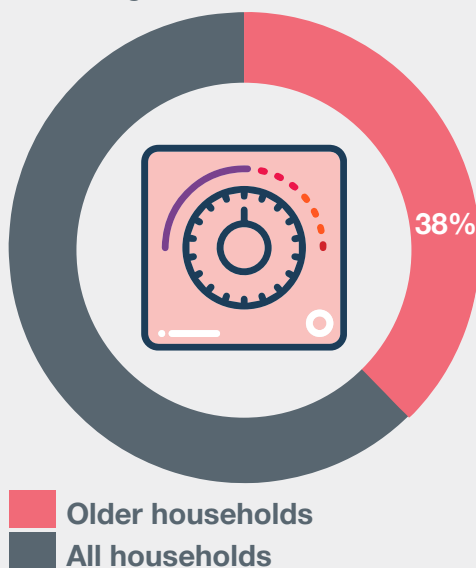
The Scottish Government's response to the UK Government's State Pension policy and wider welfare benefits has equality at its heart. Our aim is to mitigate the ill effects of Westminster policy as much as our powers enable us to do so. We will not tolerate people in Scotland becoming poorer simply because they are getting older.



## Tackling fuel poverty and promoting energy efficiency

### Two in five older households were in fuel poverty

Percentage of older households in fuel poverty



Source: Scottish House Conditions Survey 2017

We remain committed to tackling fuel poverty and ensuring everyone in Scotland lives in a warm home that is affordable to heat. We allocated £114 million in the 2017–2018 budget for fuel poverty and domestic energy and will also make available half a billion pounds over the next four years to tackle fuel poverty and improve energy efficiency. This means that by the end of 2021, we will have committed over £1 billion to making our homes and buildings warmer and cheaper to heat.

We continue to fund the Energy Saving Trust to deliver Home Energy Scotland to provide energy efficiency advice and support services. The service includes the offer of a benefits check, provision of energy advice on how to reduce fuel bills and keep homes warm, and exploration of the possibility of being referred to a Scottish Government energy-efficiency scheme. Home Energy Scotland also provides in-home support to the most vulnerable fuel-poor households.

A home energy efficiency programme for Scotland scheme – Warmer Homes Scotland – was launched in September 2015. The scheme has a strong focus on insulation and heating measures to improve the energy efficiency, warmth and comfort of fuel-poor households. The first annual review was completed in November 2016 and concluded that most beneficiaries were over the age of 60.

Winter Heating Assistance is currently delivered by the UK Department for Work and Pensions as the Winter Fuel Payment. First introduced in 1997, the Winter Fuel Payment is a universal, annual tax-free payment made to pensioners to help towards their winter heating costs.

### WE WILL

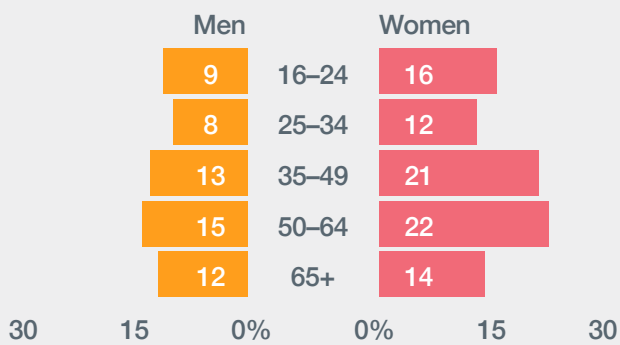
Start delivering Winter Heating Assistance in winter 2021 to eligible older people in Scotland who are in receipt of another type of payment from Social Security Scotland. Anyone currently receiving Winter Fuel Payments will automatically transfer to the new benefit. We have made a commitment not to means-test the benefit and have no plans to make changes to the benefit.

## Supporting unpaid carers

The Scottish Government recognises the huge impact unpaid carers have not only on the lives of the people they care for, but also to the country's economy. It is estimated that unpaid carers save the economy around £10.8 billion per year in care costs.<sup>56</sup>

There are an estimated 759,000 carers aged 16+ in Scotland – 17% of the adult population – 171,000 of whom are caring for 35 hours a week or more.<sup>57</sup>

Percentage providing unpaid help or care for a sick, disabled or frail person



People aged 50-64 were most likely to have provided unpaid care

A higher proportion of women than men provided unpaid care

Source: Scottish Health Survey 2017

Carers are not paid workers, and they are not volunteers. The Carers (Scotland) Act 2016 has put in place a new system of carers' rights to ensure carers are better supported on a more consistent basis so they can continue to care, if they so wish, in good health and have a life alongside caring. The Act gives carers rights to be listened to and to access social care support to help protect their health and wellbeing. This includes supporting them to achieve their personal goals (such as returning to work or undertaking studies), alongside caring.<sup>58</sup>

A key requirement for successful implementation of the Carers Act and other work to support carers will be to retain and communicate a strategic focus on the vital role played by carers and the importance of supporting them to have a life alongside caring. That is why we are developing a Carers Strategic Policy Statement that will define the Scottish Government's approach across Ministerial portfolios to achieve our overall ambitions on national policy to provide support to carers. Work on the Carers Strategic Policy Statement is ongoing and involves discussions with stakeholders, including carers and carer organisations. We intend to hold a public consultation later in 2019 and aim to publish our final Statement by early 2020.

Carer's Allowance was one of our first commitments in light of our new social security powers and reflects the recognition we give to carers. The increase is delivered through the Carer's Allowance Supplement, which brings Carer's Allowance to the same level as Jobseeker's Allowance at £73.10. The supplement is paid to people in receipt of Carer's Allowance in Scotland in a lump sum twice a year. The first payments were made from mid-September 2018 and were backdated to April 2018. In 2018-2019, each carer will be eligible to receive two payments totalling £442 a year.

**WE WILL**

Continue to work with local authorities, health boards, carer organisations and others to embed the recently established rights for Scotland's 788,000 unpaid carers<sup>d</sup> under the Carers (Scotland) Act.<sup>58</sup>

Work to increase employer participation in the Carer Positive scheme to extend carer-friendly employment practices so that more carers can balance work and caring.

## Tackling funeral poverty

We are committed to taking action on the issue of funeral poverty. A review in 2016 for the Scottish Government by Citizens Advice Scotland and John Birrell found an increasing number of people struggling to pay for basic funerals and highlighted the difficult situations many families up and down Scotland find themselves in when recently bereaved.<sup>60</sup>

It can be difficult for families to shoulder this extra burden at a time when they are already distressed. We therefore published a Funeral Costs Plan in August 2017 that sets out 10 actions the Scottish Government will take across a range of areas to help tackle funeral poverty and make more affordable funeral options available.<sup>61</sup> Actions in the plan include:

- piloting an incentivised funeral savings scheme (previously known as the Funeral Bond)
- seeking to improve market transparency by publishing guidance on funeral costs for cemeteries, crematoriums and funeral directors so it is easier for people to understand and compare funeral options

- putting in place a more effective safety net in the form of Funeral Expense Assistance that will replace the current Department for Work and Pensions Funeral Expenses Payment in Scotland in summer 2019.

Delivery of Funeral Expense Assistance will allow the Scottish Government to provide financial support directly to people on lower incomes who have been bereaved, reducing the burden of debt they may face when paying for a funeral.<sup>62</sup> We have widened eligibility by 40% compared to the current payment by changing the process to determine responsibility for the funeral. This means that we will help people who would receive no support at present, including older people. This widened eligibility is backed by around £2 million of extra Scottish Government funding in the first full year of operation above that to transfer from the UK Government, taking forecast spending to over £6 million annually. We are also trying to improve the parts of the application process that people find difficult or upsetting at present and aim to process completed applications within 10 working days, with payment made as soon as practicable thereafter.

The Scottish Government has worked with both the Scottish Pensioners' Forum and the Scottish Older People's Assembly during the development of Funeral Expense Assistance and on other funeral poverty matters. Older people will continue to be involved as we develop the application process to deliver Funeral Expense Assistance. At UK level, older people received over 30% of all Funeral Expense Payments in 2017–2018. Pension Credit will continue to be a qualifying benefit for Funeral Expense Assistance, so we expect that support will continue to be provided to older people who are struggling with the costs of a funeral.

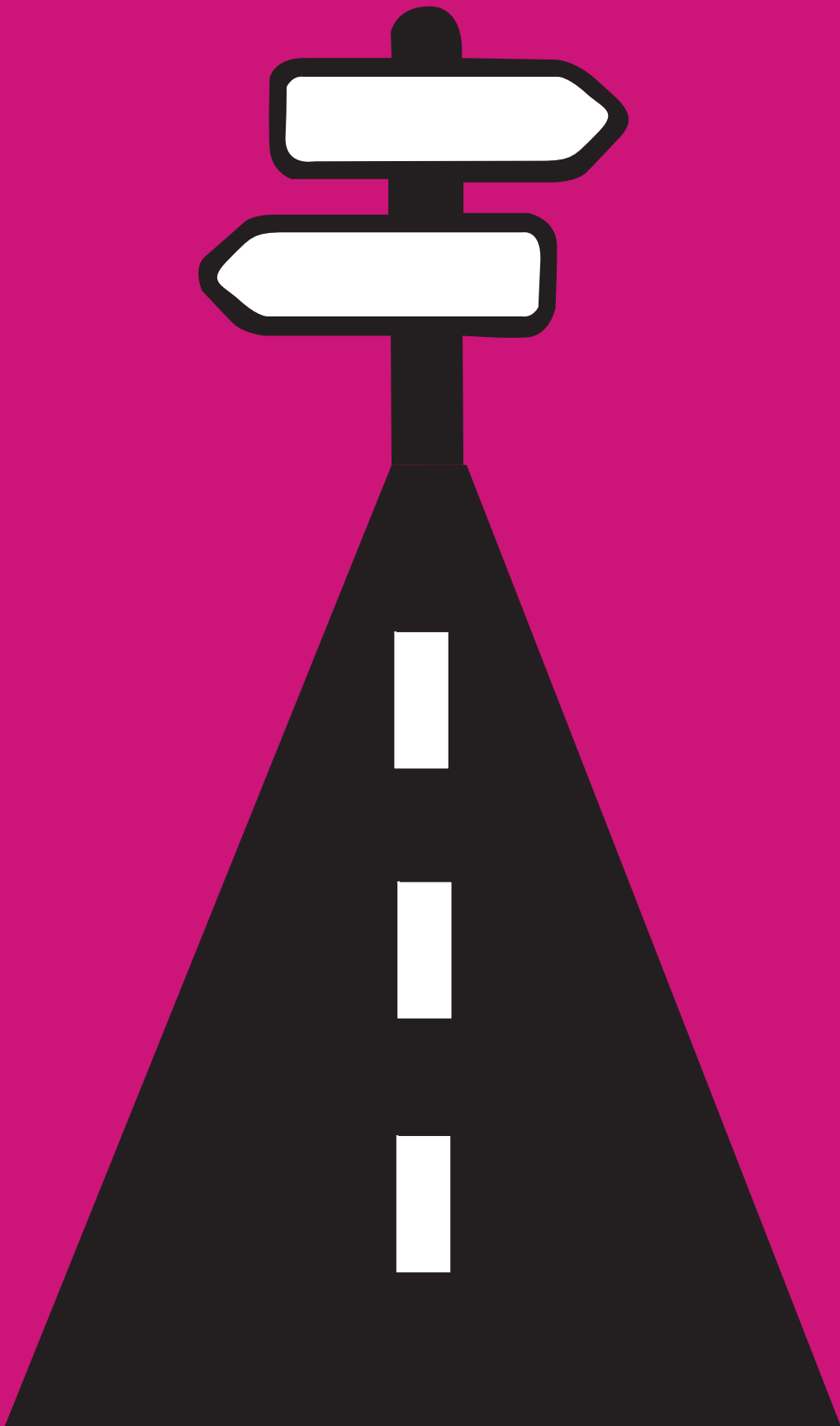
<sup>d</sup> The 790,000 figure includes carers of all ages, including under-16s.

We have committed to uprating Funeral Expense Assistance to take into account the impact of inflation from 2020–2021. This means that in addition to helping more older people with funeral costs, older people in Scotland will receive improved financial assistance compared to older people in the rest of the UK.

**WE WILL**

Continue to engage with the funeral Poverty and Funeral Expense Assistance Reference Group, which includes representation from the Scottish Older People's Assembly, the Scottish Pensioners' Forum and the Scottish Working Group on Funeral Poverty, on Funeral Expense Assistance.

# Where we're going



**‘There are more adults alive right now than in all of human history combined. Older adults are the only increasing natural resource in the world.’**

**Ipsos-MORI/Centre for Ageing Better  
The Perenials: the Future of Ageing, page 139**

This framework showcases the extent of work and commitments made to improve the life chances of older people and sets a direction of travel for our future work.

We realise, however, that there is much more we can do in partnership with our stakeholders. Moving forward, we will ensure that the Older People’s Strategic Action Forum plays a role in considering the actions and policies needed to ensure older people achieve the equality of outcome they deserve.

As we stated at the start of this framework, it will take a multi-agency approach and commitment from wider society to achieve real change. Attitudes do not change overnight, and ageism, wherever it is found, must be eradicated. Achieving this will require sustained effort.

We must teach young people to value older people and look to them for guidance and support, but we must also remind our older selves that we all age, and that it is important to step into others’ shoes for a different point of view. We will monitor the actions of this framework via the Older People’s Strategic Action Forum. We will also develop a set of indicators to ensure we can report robustly on progress and continue to identify the areas in which action needs to be taken. The Government will also produce an annual report from the Minister for Older People and Equalities.

We are striving to make Scotland fairer for everyone. For those of us lucky enough to get older, we must help shape decisions that affect our daily lives, and for those that are not at that milestone yet, we need your views to help direct our thinking about services and needs in the longer term. We all have an opportunity, and a responsibility, to have our say.

Just as the Government has an aspiration to make Scotland the best place to be born and grow up in,<sup>63</sup> we also want Scotland to be the best place in which to age and mature – a country in which older people are valued, respected and supported to live the lives they want.



# Summary of actions

Being older in Scotland
<b>We will:</b>
Support the Festival of Ageing to help us start on the path to achieving the aspiration of changing the narrative on ageing, creating a national platform to celebrate our ageing population and promote the huge benefits older people bring to society.
Respond in full to the report of the Advisory Group on Human Rights and will prioritise actions that can be taken to address the human rights and equality impact of Brexit.
Work with external partners, engaging widely with civil society, including organisations representing older people and with the wider public sector, to establish a National Task Force to take forward the key recommendations, starting in 2019.
Engaging with, and contributing to, communities
<b>We will:</b>
Discuss with the Older People's Strategic Action Forum the best ways to understand ageism, including listening to the experiences of older people by discussing the key points raised by older people from the work carried out by Forum members to inform the framework and understanding further literature in this area.
Use the information captured to develop a strategy to combat the negative perceptions of older people and work with others, including the media, to tackle ageism.
Continue to support the LGBT Age project, which provides LGBT people over 50 (including those 'coming out' later in life) with support, social groups and activities, raising awareness of the needs of older LGBT people and promoting greater inclusion both within the LGBT community and more widely.
Deliver <i>A Connected Scotland</i> in partnership with the National Implementation Group to help tackle social isolation and loneliness as they affect Scotland's older people.
Engage with the Older People's Strategic Action Forum, using data and evidence compiled in the development of the Volunteering Outcomes Framework, to discuss the key drivers and barriers to volunteering for older people and ensure the Forum is engaged in the development of the associated Delivery Plan.
Work alongside the UK Government and others to take forward the <i>Strategy for Our Veterans</i> to help ensure that we respond to the changing needs of Armed Forces veterans over the next decade. The strategy addresses the immediate needs of older veterans, and defines the right conditions for society to empower and support them.
In taking this work forward, we will engage with a range of veterans and veterans' organisations, both large and small, and the Scottish Veterans Commissioner to better identify how we can support the Armed Forces community.
Work with health and social care partnerships and other stakeholders on practical actions to ensure malnutrition is identified and managed quickly and effectively, learning from experience in Scotland and further afield.
Consider how agencies might improve partnership-working to further address inequalities in access to opportunities to be physically active, including inequalities relating to age, at the next meeting of the Active Scotland Delivery Group in May 2019.

Re-engage with the Older People’s Strategic Action Forum to help shape new transformative arrangements for local democracy in Scotland, with equalities and human rights at their core.

Work with stakeholders to deliver actions within the *Age, Home and Community* strategy to ensure we have a housing system that works for older people.

Continue to engage with a wide range of stakeholders who have an interest in housing to ensure we address the housing needs of a growing ageing population.

Undertake a practical review of existing guidance on housing adaptations to identify barriers and potential areas for development.

Ensure that the voices and experiences of older people are reflected through the forthcoming Culture Strategy for Scotland, which will be published in 2019, and will continue to celebrate the valuable contribution that older people make to cultural life in Scotland.

Support the mainstreaming of rural policy and learn from examples of successful community-led practice that supports good rural outcomes. Those with the right skills needed to support our rural economy and communities should be encouraged to do so.

**Accessing public and other services**

**We will:**

Engage with key partners on *Ambition & Opportunity: a strategy for public libraries in Scotland 2015–2020* in recognition of libraries as vital public spaces for older people.

Continue to highlight the damaging impact of financial services reductions in local services to banks and post offices to the UK Government.

Continue to work with the financial services sector to mitigate the impact of service reform on older people.

Continue to implement the new GP Contract by transferring services so that GPs can focus on the work only they can do. This will allow for longer consultations for patients where they are needed, particularly for complex care of patients with multi-morbidity, including co-morbidity of physical and mental health issues.

Revise and update the Palliative Care Direct Enhanced Service, which resources practices to learn from and improve the palliative care they provide, from April 2019.

Strengthen multidisciplinary teams to deliver an enhanced and sustainable workforce to improve patient outcomes in primary care settings.

Work with partners to ensure that better-quality and more timely data is developed to drive effective local and national workforce planning for primary care.

Increase the number of GPs working in Scotland by at least 800 by 2028 through our recruitment and marketing campaign that will launch this year.

Continue to invest in training and education of general practice nurses, providing nursing care across the life cycle. This includes supporting the management of long-term conditions and supporting people with complex conditions or who are frail as part of integrated community teams.

Develop an action plan to take forward the Citizens’ Jury recommendations to help promote and support shared decision-making to help ensure people receive healthcare they really value.

Engage directly with the Older People's Strategic Action Forum to shape the next National Transport Strategy as part of our consultation process.

Publish a national implementation plan (2019–2021) to embed self-directed support in social care nationally and locally, so that older people can make the decisions that matter to them in terms of being supported to maintain their social connections.

Work with the People-led Policy Panel to shape what the national programme to support local reform of adult social care will focus on, and the projects and activities within it.

Formally engage with the Older People's Strategic Action Forum in 2019 so that the experiences of older people are reflected in and inform our improvement programme for adult support and protection.

Work closely with NHS boards throughout 2019 to improve provision of, and access to, mental health services, including psychological therapy for people over the age of 65.

Coordinate national work on dementia and this framework to ensure that older people with dementia retain a visible and active part in their communities.

Engage with the Older People's Strategic Action Forum on our ongoing national work on dementia to ensure older people's representative groups are linked in to the current dementia strategy.

Engage with the Older People's Strategic Action Forum in 2019 on matters relating to health and social care integration, and the current engagement and consultation practices of local partnerships.

Produce revised statutory guidance on local community engagement and participation based on existing good practice, which will apply across health and social care bodies. This will ensure engagement is central to achieving the scale of change and reform required via health and social care integration, and is an ongoing process that is not undertaken only when service change is proposed. The guidance will be published by the end of 2019.

Ensure carers and representatives of people using health and social care services are supported by their local partnerships to enable meaningful engagement with their constituencies. This would include, for example, receipt of integration joint board papers with enough time for meaningful engagement and allowing people using services time to respond to issues raised. It would also include paying reasonable expenses for attending meetings.

Work with stakeholders to deliver enhanced community audiology services and testing.

Use evidence from pilots exploring the delivery of enhanced community audiology services in a general practice setting to inform next steps in provision of audiology services for older people.

Establish a community-based low-vision service, building on the groundwork that has already been conducted, to improve access to low-vision aids and appropriate signposting to other support services.

Work with the Ministerial Action Group on Digital Participation to increase digital inclusion of older people with the growing technology-based services sector.

Work with groups of older people to understand how digital technology can add value to their lives in a way that is meaningful to them, and link this to our ongoing work on delivering our digital strategy for Scotland.

Respond to the recommendations made in the University of Dundee’s review of the current provision of social care in Scotland’s prisons when developing a model of delivery of integrated health and social care in Scotland’s prisons, taking into consideration the human rights and equality of care of older prisoners, including all of the protected characteristics.

Work with Police Scotland and partner organisations to develop and roll out the adults in care settings pilot protocol to safeguard and prevent people at risk of going missing.

### Ensuring financial security

#### **We will:**

Work with employers and trade unions to improve workplace practices for the benefit of women, with a particular focus on supporting women who have protected characteristics. This will be taken forward through an expanded Workplace Equality Fund, based on lessons learnt from the previous Fund.

Work with women’s organisations and trade unions to gain a clearer picture of the issues faced by women transitioning through the menopause to identify other areas where action may need to be taken.

Continue to work with partners, including Age Scotland, Business in the Community, the Chartered Institute of Personnel and Development and the University of Edinburgh, to promote good practice to employers.

Respond to the Fair Work Convention’s report, *Fair Work in Scotland’s Social Care Sector 2019*, and the recommendations it makes.

Monitor the quarterly update reports provided by our delivery partner Citizens Advice Scotland to determine the success of the Financial Health Check Service. This will include data on the number of older people accessing the service, the financial gains, client satisfaction and financial confidence, and improved mental health as a result of the check.

Consider how best to engage with older people as part of our ongoing work on the Financial Health Check Service.

Commence delivering Disability Assistance for Older People by the end of 2020.

Start delivering Winter Heating Assistance in winter 2021 to eligible older people in Scotland who are in receipt of another type of payment from Social Security Scotland. Anyone currently receiving Winter Fuel Payments will automatically transfer to the new benefit. We have made a commitment not to means-test the benefit and have no plans to make changes to the benefit.

Continue to work with local authorities, health boards, carer organisations and others to embed the recently established rights for Scotland’s 788,000 unpaid carers under the Carers (Scotland) Act.

Work to increase employer participation in the Carer Positive scheme to extend carer-friendly employment practices so that more carers can balance work and caring.

Continue to engage with the Funeral Poverty and Funeral Expense Assistance Reference Group, which includes representation from the Scottish Older People’s Assembly, the Scottish Pensioners’ Forum and the Scottish Working Group on Funeral Poverty, on Funeral Expense Assistance.

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Any enquiries regarding this publication should be sent to us at  
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