

GREATER MANCHESTER COMBINED AUTHORITY

Date: 27th November 2020

Subject: Approval of 3-year extension to memorandum of understanding with the Centre for Ageing Better

Report of: Councillor Warrington, Portfolio Lead for Age Friendly & Equalities and Pam Smith
Portfolio Lead Chief Executive for Age Friendly & Equalities

PURPOSE OF REPORT

To review the scope of the shared ambitions between GMCA and the Centre for Ageing Better, achievements of the strategic partnership since 2016 and the areas of focus to approve a three-year extension from 2021 to 2024 of the Memorandum of Understanding (MOU) of a Strategic Partnership between Greater Manchester Combined Authority (GMCA) and the Centre for Ageing Better.

RECOMMENDATIONS:

The GMCA is requested to:

1. Approve a three-year extension of the Memorandum of Understanding (MOU) of a Strategic Partnership between Greater Manchester Combined Authority (GMCA) and the Centre for Ageing Better.
2. In support of the MOU support membership of GMCA to the Housing Made for Everyone (HoME) Coalition; and note engagement of GMCA in the work of the Good Home Inquiry, commissioned by the Centre for Ageing Better.
3. Endorse oversight of delivery of the agreement by the Ageing Hub Executive Group, on behalf of the Portfolio Lead Age-Friendly and Equalities and the Ageing Hub Partnership.
4. Note that the cross-cutting nature of achieving successful delivery of the ambitions set out in the MOU and the impact of the specific shared projects will require clear governance links to and contributions from the Reform Board, Growth Board and Tackling Inequalities Board and

the integration of this work across the strategy, policy and delivery functions of GMCA and the work of Greater Manchester's local authorities.

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1. Equalities Implications:

- 1.1. The work set out in this report is focused on tackling the inequalities associated with later life, the cumulative impact of disadvantage as people age and the intersection of age with other protected characteristics and indicators of inequality. Age is a protected characteristic within the Equality Act 2010.
- 1.2. GMCA are exploring the establishment of an Older People's Panel to sit within the Leadership Structures for Tackling Inequality in Greater Manchester. Assistant Director Paul McGarry represents the Ageing Hub on the Tackling Inequality Board.
- 1.3. The Age-Friendly Recovery Plan has committed to an Inequalities and Ageing Programme to embed tackling inequality within the ageing population across all of the Age-Friendly strategy priority objectives and to ensure a cohesive view of the research, analysis and actions being taken to tackle inequalities for older people across the system. This includes looking at the available data on the intersection between age and other protected characteristics and indicators of inequality and identifying gaps in the data that need to be addressed. Ageing Better are providing resources in 2020/21 to support the development of this programme.

2. Climate Change Impact Assessment and Mitigation Measures:

- 2.1. The need to address climate change and seek mitigating measures across the age-friendly strategy and the specific work identified here has been recognised. It is proposed that actions to address climate change impact would focus on:
 - Work on safe and accessible homes for those in later life will be integrated with the strategy to deliver net zero new build housing and the low carbon retrofit of existing homes through provision of aligned advice and support.
 - Work in communities on health inequalities including active travel, ageing in place and employment will embed environmental sustainability principles in its delivery and integrate relevant policy and practice to reduce carbon emissions and design environmental improvements e.g. access to green spaces and sustainable age-friendly transport options.

3. Risk Management

n/a

4. Legal Considerations:

The addendum does not require formal legal sign off as it is not binding GMCA into a contractual relationship.

5. Financial Consequences – Revenue:

n/a

6. Financial Consequences – Capital:

n/a

7. Number of attachments to the report: 4

Appendix 1: Summary Analysis of Greater Manchester’s Ageing Population

Appendix 2: Letter of Addendum to the Memorandum of Understanding

Appendix 3: Memorandum of Understanding between Greater Manchester Combined Authority and The Centre for Ageing Better, 18th March 2016

Appendix 4: Ageing Hub Executive Group Terms of Reference

Appendix 5: HoME Coalition Charter and Vision

TRACKING/PROCESS		
Does this report relate to a major strategic decision, as set out in the GMCA Constitution		No
EXEMPTION FROM CALL IN		
Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?		No
GM Transport Committee	Overview & Scrutiny Committee	
n/a	n/a	

1. INTRODUCTION / BACKGROUND

- 1.1 Greater Manchester Combined Authority (GMCA) and The Centre for Ageing Better (Ageing Better) entered a strategic partnership in March 2016, underpinned by a Memorandum of Understanding (MOU) (appendix 3). This agreement runs until end of March 2021.
- 1.2 This paper sets out: the context of Greater Manchester's commitment as an Age-Friendly city-region, including the impact of Covid-19; a review of the strategic partnership to date; and the shared ambitions and areas of focus proposed for an extension to the MOU for a period of 3 years, to March 2024 (appendix 2).
- 1.3 This extension has been developed through: a review of partnership achievements and scoping of future commitment with the Centre for Ageing Better and GMCA Deputy Chief Executive, Director Public Service Reform and Assistant Director Ageing Hub (June 2020); internal engagement and approvals in principle by Ageing Better Board (Sep 2020); Mayor of Greater Manchester Andy Burnham and Ageing Better CEO Anna Dixon confirmed commitment to shared ambitions for a further partnership (Sep 2020); and briefings between Centre for Ageing Better, Ageing Hub and relevant GM Portfolio Leads.

About the Centre for Ageing Better

- 1.4 GMCA and the Centre for Ageing Better signed the MOU in March 2016. The Strategic Partnership recognised the long-standing age-friendly work, experience and expertise in Manchester and the city-region. This pioneering partnership has been helping to underpin the city region's response to our ageing society, and act as an exemplar to other places in the country, helping to ensure that those in and approaching later life in Greater Manchester are able to age well in better homes, health, employment, communities and with the respect they deserve.
- 1.5 The Centre for Ageing Better creates change in policy and practice informed by evidence and works with partners across England to improve employment, housing, health and communities. Ageing Better is a charitable foundation, funded by the National Lottery Community Fund. Ageing Better is focused on those at risk of missing out on a good later life, and on the action needed for people in their 50s and 60s to ensure everyone can enjoy a good later life.
- 1.6 Ageing Better has locality strategic partnerships with Greater Manchester; Leeds City Council and Leeds Older Peoples Forum; and Lincolnshire County Council and East Lindsey District Council. Ageing Better support the UK Network of Age-friendly Communities and are the World Health Organisation's affiliate lead for the Global Network of Age-friendly Cities and Communities. Originally established by Manchester, the UK Network now has over 40 members and is growing rapidly.

2 AGE-FRIENDLY GREATER MANCHESTER

2.1 The **Greater Manchester Strategy** committed Greater Manchester to being an age-friendly city-region; to improve the lives of older people in Greater Manchester, so that residents are able to contribute to and benefit from sustained prosperity and enjoy a good quality of life.

Residents in mid and later life in Greater Manchester

2.2 Currently 454,000 residents of Greater Manchester are over the age of 65, by 2025 1.1 million people will be over 50, 37% of the city-region population. The population of black and minority ethnic residents over the age of 50 nearly doubled between 2001 and 2011, a trend expected to see continued in the 2021 census. A summary analysis of the ageing population in Greater Manchester and issues related to inequality and poverty, as well as the opportunities of the longevity dividend is at appendix 1.

2.3 The **Greater Manchester Ageing Hub** convenes partners in a unique approach to focus on reducing inequalities and ageing well; bringing together research and innovation with policy and practice and promoting evidence-based decision-making to improve the lives of older people in the city region (terms of reference for the Executive Group at appendix 4). The Ageing Hub also puts the voices of older people at the centre of the work, working closely with the GM Older People's Network and developing innovation in co-design and co-production approaches.

Our Greater Manchester Age-Friendly Journey

2015	<ul style="list-style-type: none"> • GMCVO launch of £10M Ambition for Ageing programme to create more age-friendly places in GM, National Lottery Community Fund (NLCF)
2016	<ul style="list-style-type: none"> • GMCA became Ageing Better's first Strategic Partner
2017	<ul style="list-style-type: none"> • The first Greater Manchester Ageing Conference • Published 'The Future of Ageing in GM', exploring changing demography and social condition of ageing
2018	<ul style="list-style-type: none"> • Greater Manchester becomes the UK's first age-friendly city region, recognised by World Health Organisation • Local Authority task group develops local ageing well and age-friendly strategies • Greater Manchester's Age-Friendly strategy launched • GM Active Ageing programme launches 8 pilots as part of Sport England fund
2019	<ul style="list-style-type: none"> • Mayoral age-friendly neighbourhood challenge launched, 32 neighbourhoods recognised in phase one • Great Places launches Creative Ageing programme across GM, including Culture Champions programmes in 5 local authorities • GM Reform Board agrees to deliver Ageing in Place Programme • Secured £250k with Manchester Museum to host new national body: the Creative Ageing Development Agency • Andy Burnham joins the Inaugural Global Silver Economy Forum in Helsinki

	<ul style="list-style-type: none"> • Greater Manchester Local Industrial Strategy published, focus on global leadership in health and care innovation, extending healthy lives. • GM Reform Board commend pioneering work led by LGBT Foundation on the Pride in Ageing programme
2020	<ul style="list-style-type: none"> • Launch of Advantage GM: Unlocking the longevity economy for GM • GMCA, Ageing Better and DWP launch pilot for Employment Support for over-50s • UKRI Trailblazer on healthy ageing submitted with focus on age-friendly design and deployment of technology. • Innovation Partnership on Healthy Ageing established; GM and Cheshire LEP designated as a High Potential Opportunity Area (HPO) for Healthy Ageing by DIT • Ambition for Ageing secures further year extension of £785k funding from NLCF; to focus on understanding challenges of ageing well for marginalised communities and demonstration projects on social connection compatible with likely restrictions.

Age-Friendly Greater Manchester Strategic Priorities

2.4 In February 2020 the Ageing Hub Executive Group agreed a refresh of the Age-Friendly Strategy following a process of engagement with Ageing Hub partners. The refreshed strategy identified six strategic objectives, and enhanced focus on reducing inequalities:

1. **Tackle ageism by changing the narrative**, convening emerging discussions and changing mainstream conversations to meet the needs of those in later life
2. **Increase the employment rate and financial security** of people in mid and later life
3. **Connect more people with their communities** and the things they love doing to promote Ageing Well with **social connection and healthier lives**
4. **Increase the supply of homes** that meet the needs and aspirations of all ages
5. Create **more age-friendly communities**, supported by integrated services and accessible transport, through **Ageing in Place**
6. Deliver a **longevity dividend and economy** to promote growth in technologies, goods and services for ageing populations

Impact of Covid-19 on the ageing population

2.5 Older residents are especially impacted by the Covid-19 pandemic. The Ageing Hub have been listening to older adults and working with local authority leads and partners to identify and respond to issues as they arise since the outbreak of the pandemic. A thriving Age-Friendly Recovery meeting is held weekly with partners to share intelligence, provide learning opportunities and inform the development of initiatives and policy.

2.6 Resulted in supporting and delivering key responses including: information and advice section on GMCA website for older people; 67,000 printed copies of Keeping Well at Home booklet distributed and 16,000 Creative Care Kits. In response to older people's concerns, the 'Valuable, not Vulnerable' communications campaign aimed to counteract the many negative depictions and stereotypes of older people during the pandemic.

2.7 The Ageing Hub is working with partners to monitor and commission data, evidence and intelligence to inform our ongoing analysis of impact. It is evident that the impact will be heterogenous, exacerbated by health inequalities and income inequality and these factors are known to be associated with higher levels of social exclusion in later life (see appendix 1). Impact will be exacerbated by further Tier 3 restrictions this winter, continued social distancing, time spent in non-decent homes and resilience of local communities and infrastructure.

2.8 The Ageing Hub partnership have identified new or enhanced priorities within the existing strategy for the **GM Age-Friendly Recovery Plan** over the next six to nine months:

Cross-cutting priorities	<ol style="list-style-type: none"> 1. Focus rigorously on understanding and highlighting the inequalities faced by older residents; identifying action to address these, working with our most marginalised communities and highlighting that impact is different for different groups of older people 2. Delivering an Ageing Well winter programme to support those older people at greater risk of adverse outcomes from COVID-19 promoting good physical health, mental wellbeing and tackling social isolation. 3. Ensure older residents are a priority for digital inclusion and partners continue to meet the needs of those who are digitally excluded
Changing the narrative	<ul style="list-style-type: none"> • Valuable not Vulnerable campaign, focusing on older adults and how they have responded to the COVID-19 pandemic
Employment and financial security	<ul style="list-style-type: none"> • Employment support for over-50s • Campaign to increase the uptake of Pension Credit in Greater Manchester
Ageing Well	<ul style="list-style-type: none"> • Work with partners to establish a commissioning framework, and continue to focus on delivering on physical activity and culture and creativity for older people, as well as scoping Active Travel for over-50s
Ageing in Place	<ul style="list-style-type: none"> • Integrate age-friendly into Community Hub models; and develop the Early Help model for older people as part of Public Service Reform; • Continue to work with neighbourhoods to become age-friendly; • Delivery of the Age-Friendly Transport Plan with TfGM, in particular older people’s voices in bus reform and community transport
Homes	<ul style="list-style-type: none"> • Publish Supplementary Guidance to the GM Spatial Framework to strengthen delivery of age-friendly housing at GM and locality level • UKRI Trailblazer bid to catalyse innovative development projects in the city-region
Longevity dividend	<ul style="list-style-type: none"> • Continue to take forward the proposals set out in the Local Industrial Strategy on Healthy Ageing • Lead a submission to the Healthy Ageing Grand Challenge Fund, UKRI • Establish the Innovation Partnership on Healthy Ageing

To support these objectives the Ageing Hub will continue to:

- Promote older people's voices, their role in co-production and intergenerational approaches
- Demonstrate the impact of the work of the Age-Friendly Strategy
- Build the Age-Friendly movement in Greater Manchester
- Identify and support opportunities and partnerships for data, evidence, innovation and research
- Be an active member of the UKs Age-Friendly Network and international community of age-friendly

2.9 A number of these actions were prioritised in **Greater Manchester's Living with Covid Resilience Plan** and delivery of these has commenced at pace:

- Deliver Ageing Well Winter programme to support older people at greater risk of adverse outcomes from covid
- Deliver campaign to promote uptake of Pension Credit
- Explore opportunities for establishment of Older People's Panel

3 REVIEW AND ACHIEVEMENTS OF THE STRATEGIC PARTNERSHIP

3.1 The strategic partnership creates a framework to enable GMCA and Ageing Better to work together to develop an evidence-based, place-based approach to ageing across Greater Manchester. GMCA, supported by Ageing Better, pilots innovative approaches, generating new evidence that can be spread nationally, and adopt and implement evidence of 'what works'.

3.2 The initial period of the strategic partnership focused on establishing leadership, structures and relationships with and within Greater Manchester. Initial priorities focused investment and work on: 1) economic growth and fuller working lives 2) planning transport and housing and 3) support to Greater Manchester to achieve UKs first age-friendly city region .

Progress against the initial priorities

3.3 Economic Growth and Fuller Working Lives:

- Launch in February 2020 of a pioneering partnership between GMCA, Ageing Better and DWP to pilot a new support offer for jobseekers over the age of 50;
- Supporting age-friendly employers with development of the *GM Age-Friendly Employers Handbook* (to be launched December 2020)
- Supporting employer engagement via the Good Employment Charter Supporters Network.

3.4 Planning, Transport and Housing:

- Publication of the jointly commissioned *Rightsizing: reframing the housing offer for older people* report (2018) looking at the housing decisions of older people; subsequent investment in the Right Place project (Manchester School of Architecture);
- Support for research within the Northern Gateway development considering the application of age-friendly principles within the regeneration environment;

- Joint work to influence the Greater Manchester Spatial Framework, development of Supplementary Guidance and influence on housing and place strategies;
- Investment in Dr Charles Musselwhite's report on an Age Friendly Transport System, and subsequent development by TfGM of the age-friendly Greater Manchester transport delivery plan.

3.5 In September 2019 Ageing Better employed a Greater Manchester Partnership Manager hosted by GMCA, to support delivery of the system support, relationship management and critical friend role. Since March 2016, Ageing Better has made a significant contribution in both staff time and expertise at the senior management and programme level, as well as direct resources. The major investment in the design, development and testing of new models of employment support for over 50s will bring Ageing Better's total investment to approx. £2.2 million.

3.6 During the Covid-19 pandemic Ageing Better have supported and responded pro-actively by supporting the development of the Age-Friendly Recovery plan, inviting Mayor Andy Burnham to discuss recovery at webinar *Road to Recovery: how can the Covid-19 crisis provide an opportunity to improve later lives?*; investing in key pieces of research and analysis including Ipsos MORI polling (July); and supporting the development of recovery plans around digital exclusion, deconditioning and active travel.

4 PRIORITIES FOR THE STRATEGIC PARTNERSHIP 2021-2024

4.1 GMCA and Ageing Better share a high level of ambition for the shared work, strong commitment to a partnership and a continued commitment to resourcing this work as a strategic priority. The partnership will demonstrate impact on enabling residents in mid and later life to thrive, specifically around the goals of:

- Influencing the system responses and system leadership
- Reducing income deprivation
- Connecting people in their communities
- Healthy life expectancy and reducing health inequalities
- Living in accessible, safe and warm homes

4.2 To achieve the shared ambition for the strategic partnership addendum to the MOU identifies three priority activities:

1. A small number of joint projects where the partners intend to create significant shifts in the outcomes for those in later life
2. Supporting the work of each other across the ageing agenda through influence, learning, sharing evidence and using available resources
3. Identifying key opportunities for dissemination of the evidence and learning from the strategic partnership at a national level and with relevant networks and stakeholders e.g. combined authorities, core cities and local authorities.

4.3 The following joint projects are identified at the core of the extension to the MOU, these are aligned and integrated with the GM Age-Friendly Strategy and Greater Manchester's recovery plan:

Contribute to an economic recovery inclusive of those in mid and later life

Shared work will continue to support the ambitions of the GM Local Industrial Strategy through the delivery and evaluation of the over 50s employment support pilot, in partnership with the Department for Work and Pensions. GMCA and Ageing Better will work together to bring the findings of this work to national attention and influence, alongside an intent to scale-up the learning in Greater Manchester.

Entering later life in safe and accessible homes that support people to live independently

GMCA and Ageing Better will demonstrate impact on the delivery of new homes and condition of current housing stock in the city-region, in line with findings from existing joint research work, i.e. Rightsizing, Northern Gateway and Right Place; and recommendations resulting from the Ageing Better independent Good Home Inquiry and the work of the HoME Coalition.

Develop new joint work on tackling health inequalities, focused on physical activity

Physical inactivity is a key risk factor for developing conditions that lead to preventable disability in later life. Partners are coming together across the system to create the conditions for culture change, system change and behaviour change. Together we will develop and deliver a whole systems approach to address physical inactivity, identifying barriers to active lives and working together to bring about positive change. GMCA and Ageing Better will work in partnership, to contribute to the GM Moving ambition; with Greater Manchester Health and Social Care Partnership, GreaterSport, GM Active, the VCSE sector and with Transport for Greater Manchester to design and test a place-based whole system to decrease the proportion of inactive people in their 50s and 60s and make moving a normal part of life.

4.4 In addition GMCA and Ageing Better will support the work of each other across the ageing agenda through influence, learning, sharing evidence and using available resources. Opportunities currently identified to explore how best to collaborate are:

- Developing new narratives on ageing, and tackling ageism
- Understanding the impact of digital exclusion on residents in Greater Manchester in mid and later life and addressing within all projects
- Delivering system-change ambitions across the city-region and demonstrating the impact of system leadership to wider audiences
- Ageing Better will have membership of the GM Innovation Partnership on Healthy Ageing and support the wider ambitions of the Local Industrial Strategy
- Liaising on related and emerging agendas for an ageing population

4.5 GMCA and Ageing Better will work together to coordinate a communications and dissemination plan promoting Greater Manchester as an exemplar of age-friendly city-region nationally, and

with other combined authorities, core cities, local authorities and other relevant stakeholders. Both parties will identify opportunities for promoting the work of the strategic partnership and share information and key messages for briefing key stakeholders.

4.6 The Housing Made for Everyone (HoME) Coalition is co-chaired by Ageing Better alongside Habinteg Housing, to campaign for more accessible housing to be built. One of the key asks is for building regulations to be amended to raise the minimum mandatory accessibility and adaptability regulations for all new homes. GMCA is recognised in already showing leadership on this issue by setting an ambition to apply category 2 to all new homes as standard, this is a key ask of the coalition. Other members of the coalition include Age UK, RIBA, Care & Repair England, Disability Rights UK, Housing LIN, NHF, Chartered Institute of Housing and the Town and Country Planning Association. The charter and vision are at appendix 5.

4.7 The MOU identifies the following key milestones with indicative timeline:

- **Spring 2021:** joint framework for communications and dissemination developed.
- **Apr-Dec 2021:** disseminate insights and evidence from GM Employability Support for over 50s pilot project phases, including a skills analysis and provision; to feed into GM Industrial Strategy and economic recovery plan.
- **Autumn 2021:** commence delivery phase of physical activity programme.
- **End 2021:** publish final report of Right Place project with outcomes to include model for application by other areas.
- **Jan 2022:** commence the service delivery phase of GM Employability Support for over 50s pilot.
- **Spring 2022:** provide a test and learn area for Age Friendly Employer engagement activity, for GMCA and other GM Anchor employers to be leaders in piloting and implementing an age-friendly employer framework. Working collaboratively to highlight and share best practice examples from GM employers.
- **Summer 2022:** establishment of a partnership between a developer and local area to implement solutions for healthy and sustainable design in an age-friendly new development.
- **End 2022:** Greater Manchester contributing to, and applying findings of, the Good Home Inquiry; establishing a strategy that delivers on the co-benefits of tackling poor quality homes for older people's health, addressing the climate crisis, creating jobs and solving fuel poverty.

5 CONCLUSIONS AND RECOMMENDATIONS

5.1 The collaboration with Ageing Better through this strategic partnership has brought significant added value to the work of the Combined Authority's vision that older residents are able to contribute to and benefit from sustained prosperity and enjoy a good quality of life.

5.2 The review of the partnership highlighted specific added value, including: creating a focal point to embed system leadership and challenging Greater Manchester to put an ageing lens on all its work to deliver an age-friendly city region; benefitting from research, analysis and innovation

to support policy development; strengthening the influence of both partners through collaboration (e.g. Mayor as signatory to 2019 *International Day of Older Person's letter*; Mayor, GMCA and GMHSCP as signatories to the Public Health England and Ageing Better *Consensus Statement on Healthy Ageing*); providing Greater Manchester with a national platform (e.g. GM Mayor speaking at Ageing Better Road to Recovery webinar; GMCA hosting with LGA the Ageing Better breakfast debate, Feb 2020); and contributing to the work of Ageing Better to influence national policy and create change in policy and practice with partners across England.

- 5.3** The ongoing commitment to the strategic partnership as we live with Covid-19 and into recovery presents the opportunity to mature the partnership and build on the strengths to focus on the testing, adoption and implementation of what works for residents in their 50s and 60s and consolidate the leadership and attention to ageing across the Greater Manchester system to create transformational action that supports Greater Manchester's ambition as a city-region.
- 5.4** To achieve the benefits of the strategic partnership will require an approach that embeds the cross-cutting nature of these ambitions across the governance and functions of GMCA and local authorities to ensure capacity, expertise and resources support the joint projects and integrate the learning and findings across strategy and policy.
- 5.5** The Ageing Hub will support local authorities and other GM agencies to develop evidence-based ageing programmes through a new two-year commissioning framework work package. This programme of work will deliver a portfolio of tools to support local commissioners and policy-makers across a wide range of ageing-related topics. In development from December 2020 onwards activities will include: creativity and ageing; falls prevention; nutrition and hydration and the impact of ageism.
- 5.6** The recommendations for the Combined Authority are to:
1. Approve a three-year extension of the Memorandum of Understanding (MOU) of a Strategic Partnership between Greater Manchester Combined Authority (GMCA) and the Centre for Ageing Better.
 2. In support of the MOU support membership of GMCA to the Housing Made for Everyone (HoME) Coalition; and note engagement of GMCA in the work of the Good Home Inquiry, commissioned by the Centre for Ageing Better.
 3. Endorse oversight of delivery of the agreement by the Ageing Hub Executive Group, on behalf of the Portfolio Lead Age-Friendly and Equalities and the Ageing Hub Partnership.
 4. Note that the cross-cutting nature of achieving successful delivery of the ambitions set out in the MOU and the impact of the specific shared projects will require clear governance links to and contributions from the Reform Board, Growth Board and Tackling Inequalities Board and the integration of this work across the strategy, policy and delivery functions of GMCA and the work of Greater Manchester's local authorities.