

NHS

County Durham and Darlington



DCC Adults, Wellbeing and Health and NHS County Durham

Joint Commissioning Strategy for Older People 2010-2013

Executive Summary and
Draft Action Plan
March 2010
Draft for Consultation

March 2010

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1.0 EXECUTIVE SUMMARY

1.1 Introduction

In County Durham, several specific strategies have previously been developed with a focus on improving services for older people including:

- Living Well in Later Life, Durham County Council, 2006;
- Commissioning Strategy for Older People's Services, Durham County Council, 2004/07 (refreshed 2006);
- Draft Commissioning Strategy for Older People, NHS County Durham and Darlington, 2008-2011.

This draft Joint Commissioning Strategy for Older People is being progressed by Durham County Council and NHS County Durham and Darlington with a range of stakeholders including older people and their carers and will set out the commissioning priorities for both health and social care services over the next three years, between 2010 to 2013. This document will replace all of the above previous strategies.

The strategy is being developed in response to national policy drivers, a need to demonstrate clear, joined-up commissioning priorities locally across social care and health and a need to respond to local challenges to identify and address gaps and review resources to develop fair access to services across the County.

This strategy is for all older people with health and social care needs and covers a range of services including primary prevention to help people maintain their social engagement, physical health and mental wellbeing. For more vulnerable older people, support at home to help them maintain their independence for as long as possible, sustain an active lifestyle and joined up personalised service delivery for those who are more frail and may have complex needs.

Geographically the strategy covers the area within Durham County Council's boundaries. Darlington has its own local authority for the provision of social care services and therefore is not covered within this strategic plan. NHS County Durham and Darlington also have responsibility for community health care services provided in Darlington. Further information can be found in their Refreshed Five Year Strategic Plan 2009/10 - 2013/14.

This strategy will be delivered following the principles of World Class Commissioning outlined within the Department of Health's World Class Commissioning Summary, December 2007.

1.2 National and Local Guidance and Research

The national guidance is set within the context of continual improvement of health and social care services available for older people that delivers care closer to home, with a personalised approach and helps people maintain their independence.

A number of key national documents have helped influence and shape this strategy including:

- National Service Framework for Older People (DoH, March 2001);
- Our Health Our Care Our Say: A New Direction for Community Services (DoH, January 2006);
- Next Stage Review, Leading Local Change (Lord Darzi, May 2008);
- A Recipe for Care, (DoH, January 2007);
- Local Involvement in Public Health Act (HM Govt. 2007);
- Putting People First (HM Govt. 2007);
- Personal Care at Home Bill;
- Transforming Community Services, Enabling New Patterns of Provision (DoH, January 2009);
- Lifetime Homes, Lifetime Neighbourhoods, (DoH, February 2008);
- Shaping the Future of Care Together, (HM. Govt. July 2009).

Appendix 4 references a large number of other local plans and strategies that have influenced the development of this joint strategy. Links have been made to other Joint Commissioning Strategies for County Durham including:

- Joint Commissioning Strategy for Palliative Care 2010 – 13 (in development);
- Joint Commissioning Strategy for Older People with Mental Health Needs 2009 – 13;
- Joint Commissioning Strategy for People with Long-Term Conditions 2010 – 13 (in development);
- Durham County Council's Housing Strategy - Altogether Better Lives, Durham County Council, 2010 – 15.

From a wide range of consultation that has taken place over the last several years and specifically to help inform this strategy, older people tell us that there are key things that help them to maintain their quality of life. These things are summarised in Figure 1 below and have been taken directly from feedback received from the 'Keeping Healthy/Keeping Safe' workshop held during the October 2008 All Our Tomorrow's event.



Figure 1: What is important to older people

The direction of the national guidance and local feedback has led us to identify some key things that older people need to have a positive experience of to achieve and maintain their overall wellbeing and quality of life.

- Information, Involvement and Engagement
- Live at home for longer
- Maintaining independence
- End of life care
- Joined up care pathways

These 'key experiences' have shaped the actions stated in the draft **Action Plan** for this joint strategy. To make sure these experiences for older people are positive it is important that commissioners also work towards achieving the following:

- For organisations to work in **partnership**
- For **fair access to local services** to be achieved both in terms of age and geographical location
- A **personalised approach** to service delivery enabling older people to have meaningful choice and control

1.3 Future Demand

As people are living longer we face an ageing population profile that is particularly evident within County Durham. For those aged 65 and over, the increases expected between 2007 – 26 across the whole County are:

- 65 and over – 49.89%;
- 75 and over – 71.4%;
- 85 and over – 115.2%.

(Joint Strategic Needs Assessment 2009/10)

We are also experiencing a difficult economic and financial climate and are challenged to review resources and make sure we continue to meet the challenges presented by the increase in the numbers of older people locally needing to access health and social care services and access them for a longer period of their life.

The localities that are currently projected to see the largest increases are given below:

- 65 and over – Durham City and Chester-le-Street;
- 75 and over – Chester-le-Street;
- 85 and over – Chester-le-Street and Easington.

(DCC 2007 Based Population Projections)

It is also important to acknowledge some groups of older people who may have specific needs including:

- Older carers whose numbers are expected to increase in line with the ageing population and whose own health needs are also likely to increase as they themselves grow older;
- Older people with mental health needs.

Links to other joint commissioning strategies will be important to make sure the health and social care needs of specific groups of older people are met.

1.4 Market Analysis

Within the Market Analysis (**5.1 Service Mapping**) a map of current service provision is provided which details currently available health and social care services and explains the different types of provision as follows:

- **Primary and Community Services** including Integrated Health and Social Care Teams, General Practitioners, Telecare, Handyperson Services, Active Ageing Activities and Community Specialist Health Services eg Falls;
- **Intermediate Care** including Residential Rehabilitation and Rapid Response services;
- **Urgent Care** eg including Urgent Care Centres;
- **Acute Care** eg in patient Hospital Admissions.

All of these service types provide vital services to older people. Detailed information on the actual services currently commissioned by NHS County Durham and Darlington and Durham County Council with their in-house providers, the voluntary and independent sectors are contained within this section.

Analysis of the current provision and performance of the main service types has highlighted some key issues for this strategy. These include:

- Substantial increases in the numbers of older people needing to access social care services are being experienced;
- People aged 85 and over have the highest level of need, with this age group having the most 'critical' level of social care need;
- The integration of Health and Social Care Teams has now progressed and 13 Integrated Teams have been established that will support the needs assessments and service delivery requirements for older people in the future;
- There is inequity of provision for some service types including falls and osteoporosis and more research through undertaking service reviews is required to understand the detail and options for future commissioning;
- There is an over supply of residential care across the County though both Durham County Council's in-house and independent sector provision;
- Our domiciliary care (home care) does not specifically focus on re-ablement;
- Poor housing stock exists in some localities and there are challenges ahead to make sure all older people have access to housing options advice as well as the support to maintain their home in terms of quality and meeting their changing mobility needs as they grow older;
- The increase in numbers of people taking up Direct Payments needs to be capitalised on and older people given the support and confidence to be creative in how their needs are met through Individual Budgets and the choice and control to shape their own service delivery;
- Existing services need to be reviewed to make sure they continue to be cost effective, maintain a clear focus on excellent quality and continuous improvement and are able to continue to meet older people's future health and social care needs;
- We need to keep a focus on continuous improvement and driving up quality standards across all health and social care services.

1.5 The Design of Future Provision

Future service delivery will have a number of key focuses:

- Prevention;
- Fair access;
- Cost effectiveness and efficient use of resources;
- Quality;
- Independence;
- Positive outcomes for older people and their carers.

Both NHS County Durham and Darlington and Durham County Council are committed and will continue to work in partnership together and with other key stakeholders including service providers, the voluntary sector and older people to implement the actions identified within this strategy, review the strategy to keep pace with changing local needs and work jointly to develop, design and deliver quality services throughout County Durham.

There are a number of key areas of development identified from the analysis of current provision. These have been summarised into key areas below and form the structure of the strategy **Action Plan, Appendix 1:**

- Undertake a range of service reviews for social care including handyman's service, telecare and community alarms;
- Undertake a range of service review for Specialist Community Health Teams including falls and osteoporosis, continence management and community pharmacy;
- Develop a reablement service to help older people increase their level of independence;
- Undertake a Pharmacy Needs Assessment for County Durham;
- Develop better understand of the health and social care needs of older prisoners and ex-offenders, older people with an alcohol dependency and older people from the Roma, Gypsy and Travelling community;

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- Make sure consultation and involvement mechanisms for older people are representative of the more vulnerable older population within County Durham;
 - Develop a clearer understanding of the future accommodation and support needs of older people;
 - Continue to review older peoples' day service provision.

Appendix 1: Draft Action Plan 2010 -13

This Action Plan will be reviewed by the Older People's Strategy Implementation Group on an annual basis during the life of the strategy. The timescales identified within this Action Plan are indicative and will also be reviewed annually in line with other developments that may impact on the implementation of this strategy.

Actions Required	Resources	Target / Intended Outcome	Timescale	Lead Organisation
1.0 Information, Involvement and Engagement				
1.1 To pursue joint commissioning for several service areas, to include: <ul style="list-style-type: none"> • Consultation and involvement arrangements for older people with health and social care needs to include those people traditionally considered hard to reach • Wellbeing and Active Ageing activities 	Within existing resources	To achieve more efficient use of resources	End Dec 2010	Durham County Council and NHS County Durham and Darlington
1.2 Establish a robust process for the receipt and consideration of consultations with older people in relation to health and social care services and define the role of the Older Adults Partnership Board in the process.	Within existing resources	To ensure that older people's time and views are properly valued and that a robust process exists for using their input to shape service improvement and development.	End Dec 2010	Durham County Council and NHS County Durham and Darlington
1.3 Establish and maintain robust links with Durham County Council's Partnerships and Engagement Department to prevent duplication of resources when consulting with older people.	Within existing resources	To capitalise on collaborative working where possible and prevent duplication.	Ongoing	Durham County Council

Actions Required	Resources	Target / Intended Outcome	Timescale	Lead Organisation
<p>1.4 Scope the level of demand and viability for a web based local one stop shop for older people in County Durham in relation to their health and social care needs.</p> <p>To include consideration of whether Durham County Council need to develop a section within their website for those over 50, in relation to health and social care advice and information.</p>	<p>Scoping exercise to be undertaken within existing resources</p>	<p>To establish the level of demand and viability of developing a local web based one stop shop service.</p>	<p>March 2011</p>	<p>Durham County Council and NHS County Durham and Darlington</p>
<p>1.5 Repeat Integration Consultation using same methodology 12 -18 months following establishment of integrated health and social care teams for older people and people with a physical disability Countywide.</p>	<p>Within existing resources</p>	<p>Enable benchmarking of user experiences before and after integration</p>	<p>End June 2011</p>	<p>Integration Project Board</p>
<p>1.6 Develop service review processes to involve older people in the review process.</p>	<p>Within existing resources</p>	<p>Enable older people to help improve commissioned services and help shape future service commissioning.</p>	<p>End March 2011</p>	<p>Durham County Council</p>
<p>1.7 Develop processes that enable older people to be involved with the evaluation of future service tenders.</p>	<p>Within existing resources</p>	<p>Enable older people to be involved in the decision to award tenders.</p>	<p>End March 2011</p>	<p>Durham County Council</p>

Actions Required	Resources	Target / Intended Outcome	Timescale	Lead Organisation
2.0 Live at Home for Longer				
2.1 Implement recommendations following public consultation and Options Appraisal in the future provision of older persons care in-house residential homes	Within existing resources	Resolve future direction for in-house care homes	TBC	Durham County Council
2.2 Develop and consult on a proposed revised charging model for extra care and support to reflect individual level of need.	Within existing resources	To ensure flexibility in service delivery which meets individual needs.	TBC	Durham County Council
2.3 Scope level of need and viability the provision of an overnight home care service to include night time toileting and turning. Consideration of balance between planned and reactive elements of service.	Scoping exercise to be undertaken within existing resources.	To explore flexibility of service provision and potential for efficiencies.	TBC	Durham County Council
2.4 Review existing community alarm and telecare services	Within existing resources	Identify areas for improvement and development including new forms of telecare. New target for telecare usage to be agreed post review Decision to be made on future model, and commissioning options	March 2011	Durham County Council
2.5 Review existing Handyperson's service	Within existing resources	Evaluate performance of current service and identify areas for improvement/development	End April 2010	Durham County Council

Actions Required	Resources	Target / Intended Outcome	Timescale	Lead Organisation
2.6 Work jointly with Durham Housing Forum to develop and implement Older People's Accommodation and Support Review	Within existing resources. DCC Adults, Wellbeing and Health have committed 50% of the funding	Accommodation and support plan to be developed for older people's future housing and support needs	July 2010	Durham County Council
2.7 Work jointly with Strategic Housing to develop local Housing Strategy to reflect future housing and support needs of older people	Within existing resources	Produce local Housing Strategy incorporates actions to meet needs of older people	July 2010	Durham County Council
2.8 Review of new contract arrangements of domiciliary care	Within existing resources	To evaluate the performance of domiciliary care provision	12 months following start of new contracts	Durham County Council
2.9 Re-develop in-house domiciliary care with reablement focus	Within existing resources.	To provide reablement and preventative focus	TBC	Durham County Council
2.10 Scope the need and viability to develop a low level support service that includes <ul style="list-style-type: none"> • Supporting older people who live on their own to return home from hospital • Help with shopping, housework, gardening and decorating 	Scoping exercise within existing resources.	To reduce anxiety of older people who live on their own and to ensure they are warm and comfortable on returning home from hospital.	TBC	Durham County Council
3.0 Maximising Independence				
3.1 Review pilot and develop telehealth services based on evidence	Within existing resources/Growth Money/Savings/ Efficiencies released from other services.	Provision of telehealth services, in initially in pilot location, with expansion Countywide following review	TBC	NHS County Durham and Darlington
3.2 Continue to review the current day service provision for older people	Within existing resources	To provide more equitable and flexible options for day activities for older people	TBC	Durham County Council

Actions Required	Resources	Target / Intended Outcome	Timescale	Lead Organisation
3.3 To monitor the promotion and take up of case and citizen advocacy through current contractual arrangements for older people	Within existing resources	To ensure older people have access to case and citizen advocacy services	Ongoing	Durham County Council
4.0 Joined Up Care Pathways				
4.1 Review Discharge Liaison Service	Within existing resources/Growth Monies/Savings/Efficiencies released from other services	To review the effectiveness and performance of the Discharge Liaison Service	TBC	NHS County Durham and Darlington
4.2 Commission a Pharmaceutical Health Needs Assessment	Within existing resources/Growth Monies/Savings/Efficiencies released from other services	Identify the needs of services which can be provided by community pharmacy and ensure equity across the County	April 2011	NHS County Durham and Darlington
4.3 Review of current service provision of Continence Management and Advice, produce review report and Service Specification	Within existing resources/Growth Monies/Savings/Efficiencies released from other services	Identify the needs of the population and ensure access to services that aims to optimise bladder and bowel continence and helps management of continence is equitable across the County	April 2011	NHS County Durham and Darlington
4.4 Review of current service provision of Care of Older People Excellence and Older Persons Urgent Care Assessment Services, produce review report and Service Specification	Within existing resources/Growth Monies/Savings/Efficiencies released from other services	Identify the needs of the population to enable people to have timely/urgent access to health and social assessment by an integrated team of older people specialist practitioners which is equitable across the county	April 2011	NHS County Durham and Darlington

Actions Required	Resources	Target / Intended Outcome	Timescale	Lead Organisation
4.5 Ensure appropriate links with stroke pathways to help make sure that the needs of older people suffering from stroke are addressed within future stroke pathway developments.	Within existing resources/Growth Monies/Savings/Efficiencies released from other services	To ensure older people suffering stroke have their individual needs met appropriately	April 2011	NHS County Durham and Darlington
4.6 Review of current service provision of Falls and Osteoporosis Services, produce review report and develop service specifications to achieve a number of specified outcomes.	Within existing resources/Growth Monies/Savings/Efficiencies released from other services	Improve patient outcomes and improve efficiency of care after hip fractures through compliance with core standards	April 2011	NHS County Durham and Darlington
As 4.6	Within existing resources/Growth Monies/Savings/Efficiencies released from other services	Respond to first fracture and prevent second – through fracture liaison services in acute and primary care	April 2011	NHS County Durham and Darlington
As 4.6	Within existing resources/Growth Monies/Savings/Efficiencies released from other services	Early Intervention to restore independence – through falls care pathways, linking acute and urgent care services to secondary prevention of further falls and injuries	April 2011	NHS County Durham and Darlington
As 4.6	Within existing resources/Growth Monies/Savings/Efficiencies released from other services	Prevent frailty, promote bone health and reduce accidents – through encouraging physical activity and healthy lifestyle and reducing unnecessary environmental hazards	April 2011	NHS County Durham and Darlington
4.7 Increase capacity in osteoporosis services in DXA scanning for bone density as a guide to treatment.	Within existing resources/Growth Monies/Savings/Efficiencies released from other services	Identify people at risk of osteoporosis by screening offering advise and education	April 2011	NHS County Durham

Actions Required	Resources	Target / Intended Outcome	Timescale	Lead Organisation
4.8 Develop links and contribute to review of Podiatry Services	Within existing resources/Growth Monies/Savings/Efficiencies released from other services	Enable people to be more active by commissioning pathways to include social foot care services	April 2011	NHS County Durham
4.9 Develop links with the County Durham Alcohol Team and the Drug and Alcohol Action Team to establish level and type of need of older people with alcohol dependency problems, and older carers of relatives with drug/alcohol dependency problems.	Within existing resources	Establish level and type of need	TBC	NHS County Durham and Darlington and County Durham Council
4.10 To contribute to the implementation of the Joint Commissioning Strategy for Palliative Care 2010-13 and to work towards addressing the needs of older people and their carers.	Within existing resources	Joint Commissioning Strategy for Palliative Care developed	Strategy in place end December 2010 Implementation ongoing	NHS County Durham and Darlington and County Durham Council
4.11 To contribute to the implementation of the Joint Commissioning Strategy for Adults with Long-Term Conditions 2010-13 and to work towards addressing the needs of older people and their carers	Within existing resources	Joint Commissioning Strategy for Adults with Long-Term Conditions 2010-13	Strategy in Place end June 2010 Implementation ongoing	NHS County Durham and Darlington and Durham County Council

Actions Required	Resources	Target / Intended Outcome	Timescale	Lead Organisation
5.0 Partnership				
5.1 Contribute to the regional work to develop a consistent Quality Assurance Framework for both regulated and non-regulated services	Within existing resources	Quality Assurance Framework developed.	End March 2011	Durham County Council
5.2 Implement the regional Quality Assurance Framework within commissioned services across County Durham.	Within existing resources	Quality Assurance Framework implemented.	End March 2011	Durham County Council
6.0 Fair Access to Local Services				
6.1 Review how data is organised and recorded within the commissioning section, including clarity of geographical location and links to commissioning strategies to avoid duplication of reporting. System to be user friendly and easily kept up to date.	Within existing resources	Ease of access to information To facilitate future commissioning strategy development To ensure robust system for keeping information up to date	TBC	Durham County Council
6.2 To ensure that existing links with the Integrated Transport Team are maintained.	Within existing resources	To make sure that older people with health and social care needs are enabled to feed their views into the Transport Plan and subsequent reviews.	Ongoing to fit with Transport Plan reviews.	Durham County Council
6.3 Contribute to the research in respect of older people's needs, to be undertaken with the Roma, Gypsy and Travelling communities.	Within existing resources	To establish the health and social care needs of the older Roma, Gypsy and Travelling communities	March 2011	Durham County Council and NHS County Durham

Actions Required	Resources	Target / Intended Outcome	Timescale	Lead Organisation
6.4 For Durham Council and NHS County Durham and Darlington to continue to work collaboratively and in partnership with older people and other organisations to promote the take up of welfare benefits and develop initiatives to tackle poverty for older people.	Within existing resources	To maximise benefit take up and minimise poverty for older people.	Ongoing	Durham County Council and NHS County Durham
6.5 Establish a system for capturing and reporting data on the health and social care needs of older people on release from prison with the Prison Health Team.	Within existing resources	To enable mapping of local need for older people on release from prison	TBC	Durham County Council and NHS County Durham
6.6 Identify whether the social care needs of older prisoners are being met, identify any gaps in service provision and where gaps are identified scope the level of need and viability of service development	Within existing resources	To ensure that the social care needs of older prisoners are met on their release	TBC	Durham County Council
7.0 Personalisation				
7.1 Make sure that older people eligible for social care services have the opportunity to choose an individual budget to purchase their social care. Applies to both new and existing service users.	Within existing resources		April 2011	
7.3 To evaluate the outcomes of the DoH individual budget health pilot in and how this can be developed in County Durham for older people	Within existing resources			

Actions Required	Resources	Target / Intended Outcome	Timescale	Lead Organisation
7.2 To actively use existing service and contractual review processes to consider how services for older people can move towards a more personalised approach, supported at least in part by individual budgets where possible	Within existing resources			
7.4 To pilot the use of individual budgets for health services in County Durham and to evaluate the pilot and make recommendations for the future	Within existing resources			

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Joint Commissioning Strategy for Older People 2010-2013

Executive Summary and Action Plan March 2010 **Consultation Draft**

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