

## **ADULT SERVICES SCRUTINY COMMITTEE – 10 FEBRUARY 2010**

### **THE DEVELOPMENT AND IMPLEMENTATION OF THE AGEING SUCCESSFULLY STRATEGY**

#### **Report by the Director for Social & Community Services**

#### **Introduction**

1. This report sets out the overall vision, aims and objectives of the Ageing Successfully Strategy which the County Council's Social and Community Services and Oxfordshire PCT are developing together and implementing with the involvement of the District and City Councils and the voluntary and independent sectors. It is a far ranging strategy that takes a new and broader approach to the issues and challenges of old age and ageing.

#### **Vision, Aims and Objectives**

2. The Health and Well Being Partnership Board has agreed the overarching statement of intent for successful ageing in Oxfordshire. It is: 'We celebrate the fact of our ageing population. We want all people as they age to lead lives that are healthy and personally and socially fulfilling. Our mission is to achieve significant and measured improvement in how we plan and deliver services so that our community will be supported to age successfully'. The strategy is a high level strategy that will support and drive a range of service strategies and plans that will take forward the specific service developments.
3. To achieve the mission statement the following overarching aims and objectives for services across Oxfordshire were also agreed:
  - the increased years of life are quality years, with people being as independent and as healthy as possible;
  - there is a significant reduction in health inequalities;
  - there is a greater range of high quality and effective preventative approaches;
  - more people with complex needs are able to live in their communities;
  - there is an increase in the restoration of independence following illness and injury;
  - there is greater choice and control by people who use services over service provision;
  - services are effective, efficient and high quality.

#### **Background**

4. The strategy is being prepared because at present the statutory agencies in Oxfordshire do not have an agreed, robust and overarching vision of what services for older people in the County should be, nor what the priorities, objectives, the vision and the underlying principles are. This has led to a lack of clarity and focus for the provision and development of services. There has

not been a clear enough framework within which the voluntary, independent and for profit sectors can develop their own services, confident in their understanding of what service commissioners wish to see. It has also hampered the involvement of service users and carers in the development and delivery of services.

5. The implications of this are very significant. There are increasingly tight financial limits within which services have to be developed and provided, and there are a number of very significant policy changes that are being implemented across social and health care services. The demographic pressures are well understood and will give rise to major challenges in how to meet the care needs of increasing numbers of older people, particularly those with dementia. These realities will have a major impact across all aspects of the NHS and local government, and, most significantly, for older people and their families.
6. The Ageing Successfully strategy is a direct response to these challenges and it will set a clear and strong basis for the longer term development of services for people as they age.

### **The scope of Ageing Successfully**

7. The strategy is not predicated on a single definition of what constitutes old age. Instead it covers all those conditions and factors that impact on or determine how people age and how they deal with the challenges of the later years of life.
8. Taking 65 years old as a definition of old age will ignore the reality of the aspirations and ambitions of people who anticipate many years of active and fulfilling lives after their 60<sup>th</sup> year and the wish of many to extend their useful working lives. The evidence of the benefits of a range of preventative and health promotion services to people as they age through their 50's and 60's reinforces the point that strategies for old age in fact have to cover people well before they reach 65. At present frailty in old age has much more of an impact on many people as they age beyond 75. There are also a number of benefits and provisions that come into effect at 60 and 65.
9. Moving away from a fixed, single definition of what constitutes old age to one that is based on the needs of people as they age will give a better basis for realising the interconnectedness of a very broad range of services in improving and maintaining the quality of people's lives.
10. The evidence-base for commissioning strategies and plans that this high level strategy will drive is the evidence and experience that demonstrates success in meeting the needs of people as they age. For planning purposes three different age definitions will be used:
  - the age(s) at which age related benefits apply;
  - the age ranges regarding the incidence and prevalence of conditions associated with the ageing process. At present this will mean that 75 plus will be a working definition of old age for many health and social care

services and possibly for housing authorities in considering the needs for sheltered and extra care housing.

- The 50 plus population for preventative and early intervention services.

### **Implementation – from strategy to service plans**

11. This high level strategy will be taken forward through the preparation of commissioning strategies that set out the medium to long term objectives (15 years) and the short term action plans (3 years). This in turn will inform and drive the annual business plans of the agencies involved.
12. A commissioning strategy is seen as being a formal statement of plans for securing, specifying and monitoring services to meet people's needs at a strategic level. It applies to services provided by the local authorities, the NHS and the private and voluntary sectors. Its purpose is drive change in the overall configuration and nature of a broad range of services to meet the needs of all those who fall within its scope.
13. The Ageing Successfully commissioning strategies for people as they age will cover:
  - all service requirements for the support, care and treatment services for older people in their own homes and community settings that are commissioned by the County Council, District and City Councils and the PCT;
  - the development of a broad range of preventative services and early intervention services;
  - NHS Acute Services that interface with the services for people in their own homes and community settings, to ensure and good quality hospital discharges, and to maximise the opportunities for rehabilitation and maintaining independent living.
14. The aims and objectives will therefore drive the planning, development and delivery of services ranging from community-based preventative services to the services of the acute sector.
15. The Ageing Successfully Strategy will pull together the plans that the County Council and the PCT are already working on or are committed to. The PCT's Operational Plan outlines its 'Better Deal for Older People' which will include work on:
  - Integrated care pathway for fractured neck of femur;
  - Community equipment retail model;
  - Integrated Care pathway for stroke;
  - A service specification for foot care for older people;
  - A service specification for continence services;
  - Review of complex medication in care homes;
  - Community-based Gerontology service;
  - Continuing care.

16. The County Council's Social and Community Services have or are developing plans for:
  - Alternatives to residential care;
  - Extra Care Housing;
  - Increasing specialist Older People with Mental Health (OPMH) needs residential provision and specialist OPMH support in people's homes.
  - Developing alternatives to non-intensive home support services and increase the number of people accessing universal services.
  - Improve access to appropriate levels of assessment.
  - Developing preventative services.
  - The implementation of self directed support in social care.
17. The County Council and the PCT are both committed to increasing the support for carers and the development of a strategy for dementia services.
18. Effective strategic commissioning must also be based on achieving clearly articulated outcomes for the population and groups, and have a sound performance management framework through which progress will be driven. The strategies and development plans listed above will be reviewed and written on this basis, and this approach will underpin the development of all future strategies.

### **Partnerships and Joint Working**

19. There is already a very strong basis for partnership and joint working between social care and the NHS in Oxfordshire. These working arrangements are what people in Oxfordshire tell us they want to see happening, and they are in line with the policies and guidance set out by the Government.
20. The planning work necessary for the development and implementation of Ageing Successfully would be significantly enhanced if there were stronger and more inclusive joint working and partnership arrangements in place with the District and City Councils. Some of the objectives can only be achieved with this significant enhancement. The voluntary sector also has a crucial role in the development of strategies and the proper involvement of the voluntary sector must be established through the development of new arrangements for partnership and joint working.
21. However, the challenge facing all agencies and organisations is how to make the step change in how we work together, to achieve the leap of imagination in how partnerships can be established so they can lead on the changes that are necessary for outcomes to be reached and services delivered. The following principles have been accepted as a guide for the development of partnerships and other joint working arrangements:
  - Commissioning is a joint priority for the PCT, County Council and the District and City Councils that is led by senior managers with the strategies endorsed at Board level.
  - All services within the scope of the strategy, purchasing and contracting activity and in-house services and plans will be based on the priorities identified in the commissioning strategy.

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- The arrangements to develop and implement the commissioning strategy must be as open and transparent as possible, and designed to engage with people who use services, carers, providers, clinicians and professionals as well as the wider community.
  - There will be the right level of skills, expertise and capacity in the commissioning function to support the lead commissioners.
  - Commissioning activities will be coordinated and scrutinised to ensure that policies and strategies meet the overall strategic aims and objectives, are based on evidence and implemented as planned.
22. The development of more robust joint arrangements between the PCT and Social and Community Service commissioners is therefore a priority for both organisations and there is a work stream in place that will take this forward. The joint working and partnership arrangements with the District and City Councils and the voluntary sectors will also be strengthened so that all agencies and organisations are able to contribute effectively to the strategy and the development and delivery of services.

### **Financial Considerations**

23. Oxfordshire's pooled budget for older people is one of the largest in England and has been established for many years. At present it totals well over £100million. Between the PCT and Social and Community Services over £300million is spent on services for older people. The Ageing Successfully strategy will give the basis for a thorough review of the current pooled budget arrangements.

### **Next Steps**

24. The Health and Well Being Partnership Board will receive the strategy at its March 2010 meeting. This will include a work plan for the development of the specific strategies and plans for service development. These will inform the budget setting process for the County Council and the PCT for 2011/12 onwards.
25. The developments in the partnership and other joint arrangements are being reviewed and it is anticipated that there will be some substantial developments in the joint working and partnership arrangements between the County Council and the PCT. The social care and PCT commissioners who cover Ageing Successfully will be pulled together into a single, joint team early in 2010/2011.

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Background papers: None

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