



Isle of Man
Government

Reiltys Ellan Vannin



Adult Social Care – Older Peoples Services A Plan for the Future of Services Public Consultation

Department of Health and Social Care
Rheynn Slaynt as Kiarail y Theay

April 2016

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1. Foreword by the Minister for Health and Social Care

The Department of Health and Social Care's Commissioning Intentions for Older Peoples Services document sets out how we intend to provide, structure and influence services to meet the needs of older people and meet their aspirations for the period 2016 to 2021. It also identifies gaps in the current provision and how we intend to address them.



Over the past five years Adult Social Care Services, through the Rebalancing Programme, have focussed on using our resources to create more community based options for care. There has been significant progress made, including reshaping residential care capacity over all, while increasing it in the South of the Island, the establishment of a Dementia Care Team in the community; and most significantly the creation of a Reablement Service to provide rehabilitation for people to remain, or return, to their home and maximise their independence. This is in addition to opening a new EMI residential facility (EMI Services are those services designed to meet the needs of older people with dementia or other mental health issues), Reayrt Skyal, replacing Gardiner House which closed in 2010.

Going forward our Commissioning Intentions demonstrate how we intend to build on this progress. This is underpinned by our commitment to work with partners across Government to secure a robust market for care services for the coming years. There are direct links with the wider Department's strategy 'Health and Social Care in the Isle of Man – the next five years'. We will achieve this by;

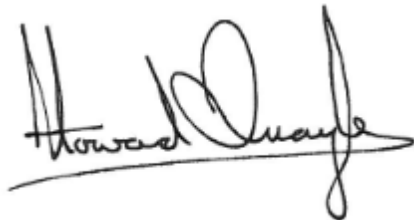
- further developing our community care provision we will be in a better position to achieve integrated care.
- we are committed to further developing our Reablement Service (which will also aid timely discharge from Hospital).
- we are committed to improving the quality of residential care and reviewing our relationship with nursing care providers. Combined, these measures will ensure we can fully participate in achieving the Department's wider aims.

This document will also provide transparency for key stakeholders, partners and providers so they can plan and respond to needs that we have identified. We recognise that in meeting our obligations older people will benefit from having a wide range of services provided from across all sectors including both government and non-governmental agencies. They will inform our partners of our strategic direction, gaps in service that we have identified, and our preferred method of meeting these.

A priority which has been identified is the establishment of an Age Well Partnership Board which will inform both strategic planning and implementation with regard to Older Peoples Services.

These plans will now be subject to a period of public consultation. This is an opportunity for the wider community to put forward its views on our proposals and influence the final outcome. There can be few more important issues than this in terms of who will be affected. Not only will nearly all of us have family or friends, who fall into the category of older people, but we can also all expect to become part of that group and will all have our own views, aspirations and expectations of the shape of Adult Social Care Services, and Older Peoples Services in particular.

We welcome your comments on the proposals. You can submit any views you may have to the Department of Health and Social Care until 18th July 2016.

A handwritten signature in black ink, appearing to read "Howard Quayle". The signature is written in a cursive style with a long horizontal stroke at the bottom.

Hon. Howard Quayle MHK
Minister for Health and Social Care

2. About the Consultation

The purpose of this consultation exercise is to invite comments on the Older Peoples Services Commissioning Intentions and the recommendations made within it.

It is not a referendum but an information, views and evidence gathering exercise to allow the Department to take an informed decision on the final content of the Commissioning Intentions. In any consultation exercise the responses received do not guarantee that changes will be made to what has been proposed.

Comments should be submitted by 18th July 2016 in writing, by post or email to:

Older Peoples Services Commissioning Intentions Consultation
Department of Health and Social Care
3rd Floor,
Markwell House,
Market Street,
Douglas
IM1 2RZ

Telephone: (01624) 686099

Email: rebalancing@gov.im

To ensure that the process is open, honest and in line with the Government's Code of Conduct on Consultation, responses can only be accepted if you provide your name with your response.

Unless specifically requested otherwise, any responses received may be published either in part or in their entirety. Please mark your response clearly if you wish your response and name to be kept confidential. Confidential responses will be included in any statistical summary and numbers of comments received.

When submitting your views please can you indicate whether you are responding on behalf of an organisation?

Electronic copies of this document, and the full Commissioning Intentions with relevant appendices, are also available at

<https://www.gov.im/ConsultationDetail.gov?id=578>

Paper copies of the consultation document are available at:

- The Department of Health and Social Care, 3rd Floor, Markwell House, Market Street, Douglas, Isle of Man IM1 2RZ.
- Tynwald Library, Legislative Buildings, Douglas, Isle of Man IM1 3PW

The consultation period ends on 18th July 2016.

2.1 List of persons and organisations to be consulted

- Tynwald Members
- Attorney General
- Chief Officers of Government Departments, Statutory Boards and Offices
- Local Authorities
- Isle of Man Chamber of Commerce
- Isle of Man Trade Union Council
- Isle of Man Law Society
- Isle of Man Constabulary
- Isle of Man Fire and Rescue Service
- Relevant Professional Bodies
- Council of Voluntary Organisations

2.2 Steps which will be taken following consultation

Following consultation, the next steps in the process will be as follows:

- The Department will review comments received from consultees
- A summary of the responses received will be published within 3 months of the closing date for this consultation, and will be made available on the Department of Social Care and Government websites.

2.3 Government Code of Practice on consultation

It is the intention to carry out this consultation in accordance with the Isle of Man Government Code of Practice on Consultation. The Code sets out the following six criteria:

- *Consult widely throughout the process, allowing a minimum of 6 weeks for a minimum of one written consultation at least once during the development of the legislation or policy.*
- *Be clear about what your proposals are, who may be affected, what questions are being asked and the timescale for responses.*
- *Ensure your consultation is clear, concise and widely accessible.*
- *Give feedback regarding the responses received and how the consultation process influenced the policy.*
- *Monitor your Department's effectiveness at consultation.*
- *Ensure your consultation follows best practice, including carrying out an Impact Assessment if appropriate.*

2.4 Comments or complaints

If you wish to comment on the conduct of this consultation or make a complaint about the way the consultation has been carried out please write to:

Mr M Couch
Chief Executive
Department of Health and Social Care
Crookall House
Demesne Road
Douglas
IM1 3QA

3. Executive Summary

This document, and its associated appendices, demonstrate the path Adult Social Care Services are intending to take with regard to the provision of services to older people. Some actions are completely within our control, others we can influence by demonstrating need with partner agencies.

This document is not intended to be definitive. As our knowledge and data improves it will be further developed. For example, in 2014 we completed the first Joint Strategic Needs Assessment (<https://www.gov.im/media/1345872/iom-government-joint-strategic-needs-assessment-2014.pdf>). Data from the first assessment informs this document but further assessments will influence our intentions as the data improves. In addition we need to better understand the impact of the introduction of carer's assessments and take account of them going forward.

Since 2012 Adult Social Care Services have been undertaking a programme to fundamentally rebalance services from a predominately residential based model to a more community based focus. Adult Care Social Care services redirected resources from Glenside Resource Centre to increase residential capacity in the South, where there was a clear and identified need, and more significantly to launch a full Reablement Service to enable people to remain, or return, to their own homes and live as independently as possible. Over 300 people have already benefitted from this service.

Our priority remains the development of community based services and a reduction in reliance on institutional forms of care. In addition we are looking forward to the provision of integrated community based care delivered with health division colleagues and collaborative working with the Housing Division of the Department of Infrastructure to improve the range of accommodation options available for older people. There are several drivers moving us in this direction of travel.

Government policy is a significant driver. Traditionally a significant proportion of Older Peoples Services have been directly provided by the Government. We are now in the process of changing from being primarily a provider organisation to being a commissioner of services. This is in response to the Scope of Government report accepted by the Council of Ministers where reducing the size of government was identified as a priority. As a result we are working with partners to identify a range of different models for the delivery of care services.

Perhaps the most significant driver for change is the demographic profile and population projections for the Isle of Man. The population is ageing. The 65+ population in the Isle of Man will increase by 11.2% and 20.3% by 2019 and 2024 respectively. This is higher than projections for the United Kingdom. In order to meet the needs of our population we have to change our focus of care delivery to allow us to support more people within current resources. This is one of the drivers to move from residential to community based services. An additional driver is the fact that older people tell us they wish to remain in their community as long as they can, rather than entering residential care.

We have been working towards this and have achieved a shift in focus by setting up the Reablement Service and expanding the community based Dementia Care Team.

Being an Island community also has an impact on service delivery. Although we have one significant centre of population the island remains largely a rural community. We also have to be self-reliant and so we have to manage the market effectively to limit the risk of provider failure and keep within an economically viable care market.

Finally, Adult Social Care Services are committed to stimulating a social enterprise care economy to ensure the widest distribution of services, minimise market risk and embrace social responsibility in our commissioning intentions.

4. Background

Older people, their carers, families and partners are at the heart of all that we do. We aspire to engage older people at all stages and make sure that people's views and experiences are heard, taken into account and strongly influence how we provide manage and review the best possible services. To this end Adult Care Services have established an Adult Services Engagement Strategy (https://www.gov.im/media/1025386/adult_services_engagement_strategy_july_2013.pdf).

We are also committed to establishing an Age Well Partnership Board in order to inform, consult and develop strategy.

"Commissioning is the process of specifying, securing and monitoring services to meet people's needs at a strategic level. This applies to all services, whether they are provided by public agencies, or by the private and voluntary sectors."

The Commissioning Intentions set out the current situation with regard to services, any gaps in service delivery that we have identified and the actions that we intend to take to develop services or address gaps in service delivery. The service areas covered include; Signposting services; Prevention services; Assistive technology; Respite care services; Reablement service; Community equipment service; Flexible funding; Home care; Day care; Community transport; Sheltered and extra care sheltered housing; Residential and nursing care, and Elderly Mentally Infirm services.

The purpose of the this document is to;

- Provide information about population change, demand and the current state of the market – we need to know whether our view of demand and supply is correct and whether there is additional information that providers might find useful.
- Show the kind of services the Department wants to see available in the market place and why – we need to know how this fits your organisations future plans.
- Show how the Department can support the development of social care services to meet local needs – will this support be helpful and what else could we do to encourage the kind of market wish to see?
- Encourage dialogue with providers – we want providers to be aware of our direction of travel.

- To state how the Department will embrace the national social care policy principles for adult social care, meet need and deliver excellent quality social care and support for an ageing population in the Isle of Man.
- To describe how we will help achieve the Department's vision for integrated community care by, for example, further developing our Reablement service, utilising technology and making best use of our facilities in the community.

We will focus on establishing social care and support service priorities across the Isle of Man for older people, identifying current provision and addressing gaps and inequalities in service delivery and access. It will be mindful of investment opportunities to enable people to remain at home.

The commissioning intentions will analyse needs and outline the investment decisions made in response to these needs, and explain the positive impacts these decisions will have on service delivery.

Commissioning refers to a range of contractual and partnership arrangements and can include competitive tendering, strategic partnerships or the creation of an arm's length trading arm of the Department. Where the option to outsource is suggested it can be through any of these arrangements and each option will be determined on an individual service need and appropriateness.

This consultation represents an opportunity for comment on the key priorities contained within the Commissioning Intentions, identify if there are any other service gaps we should be aware of and provide feedback on our proposed recommendations for change that move us closer towards improving services for Older People.

5. Values and Principles

The vision for Older Peoples Services is set out below;

- **Diversity** - Provide a diverse range of high quality care and support to those who use services ensuring they are appropriate to their level of need.
- **Independence** - Enable service users to be as independent and self-reliant as possible by facilitating their interdependence with their local community and supporting them wherever possible at home and in family settings.
- **Inclusion** - Help those who use services to fulfil their aspirations as far as possible by assisting them to access facilities and opportunities open to the rest of the population (e.g. education, employment, recreation).
- **Prevention** - Focus on preventative and early intervention work to reduce the likelihood of service users requiring more intensive support and care in the future.
- **Involvement** - Encourage service users and their carers, managers and staff to play an active part in the design and delivery of care and support and in decisions about priorities.
- **Resources** - Ensure the most effective use of limited resources to deliver positive and sustainable outcomes for the people we serve.

- **Partnership** - Work in partnership with Government agencies and the third sector to ensure an integrated and holistic approach to how we all support people in need of social care.
- **Understanding** - Promote the public's understanding of the challenges faced by services and those who use them.
- **Safeguarding** - Provide an appropriate and effective approach which safeguards the users of care, support and protection services.
- **Governance** - Develop robust systems of governance, legislation, information, performance management and technical support to deliver efficient and safe services and effectively manage key changes which ensure continuous improvement.

The values adopted by Adult Social Care Services are set out below;

Adult Social Care Services Values

- We will work together to achieve quality outcomes by providing person centred care and support (**Commitment**).
- We will treat everyone with empathy, dignity and respect (**Caring**).
- We will communicate openly, honestly and effectively with you and each other (**Integrity**).
- We will behave with professionalism and ensure we have the skills and knowledge to support you (**Accountability**).

Adult Social Care Services aim to modernise by moving away from its reliance on traditional residential care models to have a greater emphasis on community based service delivery.

This consultation represents an opportunity for comment on the Values and Principles contained within the Commissioning Intentions and recommendations for change that move us closer towards improving services for older people.

6. Proposals

This consultation document should be read in concert with the Older Peoples Services Market Position Statement and Commissioning Intentions 2016 – 2021.

An initial proposal is the establishment of an Age well partnership board consisting of representatives of stakeholders, both governmental and non-governmental, in order to inform, consult and develop strategy.

Set out below are the main recommendation/actions we propose to take by service provision area:

Signposting services:

- We will continue to improve the information provided through our government website.

Preventative services:

- We will continue commissioning the Meals on Wheels service, retendering for the service in due course. We will review the service specification to ensure sustainability.
- We will assess the impact, and value provided, by the contract cleaning service and enhance the service specification for cleaning services if this contract is retendered.
- We will continue to support befriending services but will review how we support this and consider if a contractual basis of support may better suit the needs of the community and allow us to specify outcomes.

Assistive technology:

- Assistive technology provides benefit not just to social care, but also to primary care providers. As such we will review the position with primary care colleagues with a view to preparing a consistent programme of provision through joint commissioning of equipment purchases and service provider. This has been identified as a high priority within the wider Department.
- We will continue to provide assistive technology in our Resource Centres and review products that may improve resident's experience.
- Whether as a result of joint commissioning or not we will ensure our Reablement Team has access to appropriate assistive technology to assist through the reablement process.
- We will consider approaches to enable the provision of a secondary response service, either by joint commissioning or via third sector voluntary scheme (or a combination of both). The initial stage will be to collect current data on service gap need.

Respite care services:

- We will continue to commission respite resource in the West though we will review capacity.
- We will continue to provide respite in our Resource Centres but this will be based on arrangements discussed in residential and nursing care.
- While operational flexibility will be maintained we will review residential respite capacity in the North.

Reablement service:

- We will continue to develop the Reablement Service with a view to incrementally increasing capacity.
- It is important to achieve a rapid and efficient throughput from our reablement service and monitoring of activity and outcomes needs to be robust to ensure continuous improvement is made.
- We will further reduce the use of respite beds where respite is used in lieu of available rehabilitative services.

Home care:

- We will review the structure and organisation of Home Care, with a view to achieving this by December 2016, and seek to introduce new arrangements to ensure achievement of strategic aims (reduction in use of residential care) and continuing quality of provision.

Day care:

- We will continue to commission day care for older people and will retender the service.
- We will consider whether community benefit will be enhanced by converting grant support to contract arrangements with clearly identified service aims.
- We will research demand around service availability and hours of operation.

Community transport:

- When commissioning community services that require people getting to a set destination we will include transport in the service specification and work with partners, under our commissioning arrangements, to minimise gaps in transport provision.
- We will assess whether a specific community transport service would be of value to the community.
- We will support voluntary initiatives to provide driver/car services.
- We will establish whether these services should be universal for everybody regardless of means.

Sheltered and extra care housing:

- We will work in partnership with colleagues in the Housing Division of the Department of Infrastructure to review and develop the options available for the delivery of sheltered housing services to cater for people with low level need.
- We will develop a business case for the provision of extra care housing that is tailored to the needs of the Isle of Man and identifies potential demand. This is likely to consist of a mixed tenure scheme of 30 self-contained apartments on a shared site with residential care unit with a commissioned service provider.

Residential and nursing care:

- We have developed a business case for the reprovision of Reayrt Ny Baie and are in progress with the same for Cummal Mooar. Following the reprovision of these buildings, it is our intention to review how care is delivered from these centres and Southlands, with a view to moving towards an alternative means of service provision, such as through a Public Service Provider Function.
- We will review our relationship with nursing care providers with the intention of exploring a contractual relationship with providers for an, as yet unspecified, number of beds.
- All beds, residential and nursing, under contract will be subject to Fair Access to Services assessment.

Elderly Mentally Infirm services (EMI Services are those services designed to meet the needs of older people with dementia or other mental health issues):

- We will conduct a review of EMI services structure and staffing model.
- In collaboration with key stakeholders we will conduct a fundamental review into future provision and appropriate service delivery models to achieve best possible outcomes.
- We will extend coverage of the Dementia Care Team across all of the Isle of Man.
- We will outsource EMI day services to address identified issues through the commissioning process by 2016.
- We will develop a business case for a peripatetic dementia service that can support residential care providers to meet the needs of people with dementia living in non-specialist care environments by setting up valued activities sessions and coaching existing staff how to continue them, dementia care mapping, and provide support and advice around dementia friendly care environments.
- We will review the admission system for EMI Services to bring it fully in line with Fair Access to Services protocols and further develop the service eligibility criteria. In line with other Social Care Services, people in EMI Services will continue to financially contribute to their care.

7. What happens next?

Following the feedback from this consultation we will be seeking to launch the proposed Commissioning Intentions from the Summer of 2016 onwards. The first step will be the establishment of the Age well partnership board. This will then inform the Department's strategy and action plan with regard to Older Peoples Services.

The challenge facing Older Peoples services on the Isle of Man is to meet increasing demand within allocated resources while moving towards greater community based support and achieving better outcomes for service users.

We welcome your comments on these proposals.

This document can be provided in large print on request

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Department of Health and Social Care
3rd Floor
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Market Street
Douglas
IM1 2RZ

Email: rebalancing@gov.im
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