

**SERVICE FRAMEWORK FOR OLDER PEOPLE'S
HEALTH AND WELLBEING**

Project Initiation Document

Version 3

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1. PURPOSE OF THIS DOCUMENT

The purpose of this document is to outline the project governance and overall project approach in developing the Service Framework for Older People in Northern Ireland. This Project Initiation Document (PID) acts as a scoping document for the project and details the following aspects:

- Project Definition – including the project's terms of reference, the end product and dependencies/constraints;
- Project Organisational Structure – including project roles, responsibilities and named individuals;
- Project Controls – including the format of the Programme Board/Project Team meetings;
- Project Phases and Stages;
- Project Plan – including timescales for each stage of the project and target dates for delivery of the draft service framework for Older People.

2. PROJECT DEFINITION

2.1 Project Background and Rationale

Service frameworks have been identified as a major strand of the reform of health and social care services in Northern Ireland. A service framework is the end product of a process of engagement with HSC staff, service users and the public, to develop measurable, evidence based standards. They set standards, specific timeframes and expected outcomes designed to:

- strengthen the integration of health and social care services;
- improve the health and social wellbeing of the population of Northern Ireland;
- promote evidence based practice;
- improve the quality and safety of care;
- safeguard vulnerable individuals and groups; and,
- enhance multi-disciplinary working

The Department commenced work on a range of Service Frameworks in January 2007 to set out explicit standards for health and social care, focusing initially on the most significant causes for ill-health and disability. The first framework developed was the Cardiovascular Health and Wellbeing Framework and now, with the other frameworks nearing completion or still in development, work has commenced on the Older People's Health and Wellbeing Service Framework.

Older people are the main users of health and social care services and, given that the number of people of current pensionable age in Northern Ireland is projected to increase by around 11% over the period 2008-2013 and by 40% from 2008-2023, it is important to have in place a comprehensive strategy, in the form of a Service Framework, to ensure fair, high quality, integrated health and social care services for Older People.

The Service Framework for the Health and Wellbeing of Older People is underpinned by values and principles set out in the Quality Standards for

Health and Social Care¹; Ageing in an Inclusive Society², which build on the Minimum Standards for regulated establishments and agencies³ and embrace the UN Principles for Older Persons⁴.

2.2 *Terms of Reference for the Project*

Project Aim

The aim of the project is to develop a Service Framework which will improve the health and well being of the older population of Northern Ireland, promote social inclusion, reduce inequalities in health and improve the quality of care provided.

Care is defined as the prevention, assessment, diagnoses, treatment, care and rehabilitation of individuals. Ensuring patient autonomy and a person-centred approach to care at all times is vitally important. Recognising that several diseases can co-exist and can adversely impact on prognosis as well as independence, the Service Framework will include consideration of:

- rooting out age discrimination;
- dignity and respecting people's wishes;
- recognising individuals as experts in their own life and care;
- personalisation of care services and advocacy; and,
- common medical conditions in the older person.

For the purposes of the Older People's Service Framework, the age group covered will be people aged 65 years and over, taking account of the needs of those aged 50 and over where appropriate, and particularly in relation to preventive measures.

The achievement of these aims goes beyond traditional health and social care boundaries and is strongly influenced by population / individual attitudes and behaviours as well as the contributions of other sectors.

¹ <http://www.dhsspsni.gov.uk/index/phealth/sqs/spsd-standards-quality-standards.htm>

² <http://www.ofmdfmi.gov.uk/ageing-strategy.pdf>

³ <http://www.dhsspsni.gov.uk/index/phealth/sqs/sqsd-standards-care-standards.htm>

⁴ http://www.un.org/ageing/un_principles.html

The Older People's Service Framework will be based on:

- Population approaches to the promotion of health and prevention of disease;
- Best available evidence, wherever possible. This will be well conducted, up to date systematic reviews of all relevant research that has been referenced;
- A recognition that resources should be targeted at those with greatest need and with the potential greatest benefit;
- The prevention, assessment, diagnosis, treatment, monitoring, care and rehabilitation relevant to those common diseases identified in the older population, including emergency treatment and care in the primary, community and secondary sectors;
- Existing policies and strategies endorsed by the DHSSPS through formal publications or circulars and links with national standard setting bodies;
- The standardised template as agreed by the DHSSPS Service Framework Programme Board (this will include a definition of a standard, performance indicators and audit criteria). This standardised template can be found at Appendix A.

The Framework will not however, be solely driven by influences such as 'evidence' and 'policy'. It is essential that the Framework is shaped by the needs and views of service users and carers across the region. The Framework development process must therefore incorporate the views of service users and carers and thereafter provide a tool which assists in bringing about tangible benefits in terms of day-to-day care and service delivery for individual patients/clients.

Project Outcome and Deliverables:

The joint HSC Chairs of the Older People's Service Framework will ensure that working groups include active service user participation, a range of clinical, public health, senior management and social care expertise, taking account of the need to engage across the primary and secondary care interface and drawing on already established networks and groups.

The Project Leads will ensure the delivery of the following outcomes:

- publication of a short project plan, setting out details of proposed methodology;
- monthly progress reports (no longer than one page) to be provided to DHSSPS;
- engagement with DHSSPS Service Framework Programme Board as required;
- external quality assurance (at national level) of draft document to include at least two recognised experts
- Submission of a finalised consultation document to DHSSPS by the end of December 2010, and thereafter engagement with DHSSPS (who will be responsible for consultation) regarding analysis of consultation responses and finalisation of the document.

Project Scope

The scope of the Older People's Service Framework will encompass all aspects relating to the health and well being of older people and, for the purposes of the project, will be addressed through the establishment of six separate workstreams. These are:

- (1) Promoting Health and Social Wellbeing in Older People including:
 - Emotional and social support and promoting social inclusion, in particular tackling isolation and depression
 - Promoting physical health and fitness
 - Falls prevention
 - Osteoporosis and bone health
 - Medicines management
 - Sexual health
 - Ageing and sensory health, in particular visual and auditory
 - Accelerated ageing, e.g. due to disability
 - Dental health
- (2) Protection of Vulnerable Older People including:
 - Raising awareness of abuse of vulnerable older people
 - Prevention of abuse
 - Detection and responding to abuse
 - Aftercare
- (3) Person-Centred Care including:

- Rooting out age discrimination
 - Dignity and respect to the wishes of individuals
 - Recognising individuals as experts in their own life and care
 - Personalisation of care and support services
 - Advocacy
- (4) Care Management and Managing Transitions of Levels of Independence including:
- Single assessment tool
 - Independent living
 - Supported living
 - Residential and nursing home care
 - Intermediate care
 - Hospital based care including whole systems working
 - Supportive and palliative care (cross reference with generic supportive and palliative care standards)
- (5) Conditions More Common in Older People including:
- Immobility
 - Incontinence
 - Cognitive impairment including acute confusional states
 - Falls and management of fractures
- (6) Support for Carers and Identifying Carer's Needs including:
- Information
 - Financial issues
 - Recognition – identifying Carers / partnership approach
 - Flexible / responsive services
 - Respite
 - Older Carers

It should be noted however that the health and wellbeing of Older People may require reference to more than one service framework.

For example, the care of an Older Person with cardiovascular problems would require reference to:

- (1) The Older People Service Framework
- (2) The Cardiovascular Service Framework

The Framework for Older People was launched at the first workshop held on 21 January 2010 at Grosvenor Hall, Glengall Street, Belfast.

3. PROJECT ORGANISATION AND TIMESCALES

The Older People's Service Framework project team reports to the Departmental Board which is jointly chaired by the Chief Medical Officer and the Deputy Secretary.

3.1 *Service Frameworks Programme Board*

Members of the Service Frameworks Programme Board are:

Dr Michael McBride
Dr Miriam McCarthy
Dr Danny McCaughan
Dr Jim Livingstone

Dr Maura Briscoe
Mr Sean Holland
Mr Martin Bradley
Dr Norman Morrow
Mr John Deery
Mr Hugh Mullan
Dr Carolyn Harper
Mrs Maeve Hully

The Service Frameworks Programme Board will expect that:

- The project achieves the deliverables within its PID and implementation plan;
- HSC organisations will engage and commit to the development of the Older People's Service Framework;
- The standards developed will be based on all relevant and up to date information;
- The project will involve all key stakeholders;
- There is a recognition of the interdependencies between the Service Frameworks Programme and individual projects;
- There is clear accountability from Project SRO's through to the Programme Board;
- Monitoring of the work is supported by clear and consistent reporting;

- There is openness and transparency with regard to the decisions taken.

3.2 Project Team

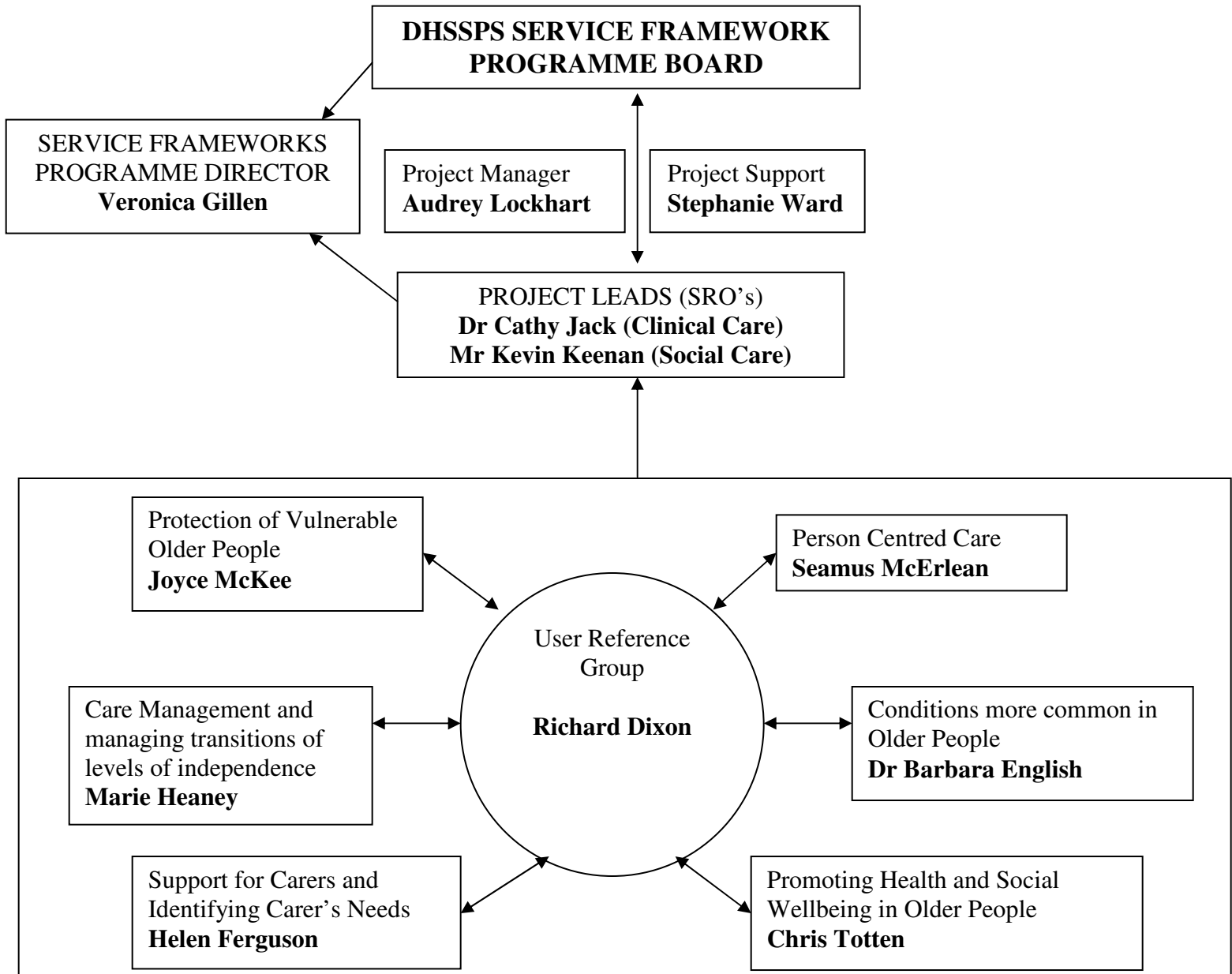
Dr Cathy Jack and Mr Kevin Keenan are the Senior Responsible Owners (SRO's) for the project. The Project Team will be jointly chaired and led. The project will be taken forward together with identified section leads with involvement from finance and IT departments from the outset.

The table below sets out the composition of the project team.

Project Lead – Social Care	Kevin Keenan	HSCB	kevin.keenan@hscni.net
Project Lead – Clinical Care	Dr Cathy Jack	BHSC	cathy.jack@belfasttrust.hscni.net
Programme Director Service Frameworks	Veronica Gillen	DHSSPS	veronica.gillen@dhsspsni.gov.uk
Project Manager	Audrey Lockhart	HSCB	lockhart440@btinternet.com
Project Support	Stephanie Ward	DHSSPS	stephanie.ward@dhsspsni.gov.uk
Section Lead – Person-Centred Care	Seamus McErlean	HSCB	seamusw.mcerlean@hscni.net
Section Lead – Conditions more common in older people and maximising potential workstream	Dr Barbara English	BHSC	barbara.english@belfasttrust.hscni.net
Section Lead – Care management and managing transitions of levels of independence	Marie Heaney	Intermediate Care and Mental Health Service, the Belfast Trust	marieb.heaney@belfasttrust.hscni.net
Section Lead – promoting health and social wellbeing in older people	Chris Totten	PHA	chris.totten@hscni.net
Section Lead – Protection of vulnerable older people	Joyce McKee	HSCB	joyce.mckee@hscni.net

Support for Carers and identifying carer's needs	Helen Ferguson	Carers (NI)	helen.ferguson@carersni.org
Primary Care	Dr Nigel Campbell	LCG Chair SEHSCT	
Elderly & Community Care	Michael Swann	DHSSPSNI	michael.swann@dhsspsni.gov.uk
Office of Social Services	Pat Newe	DHSSPSNI	pat.newe@dhsspsni.gov.uk
Nursing	Pat Cullen	PHA	pat.cullen@hscni.net
Finance	Clifford Coulter	HSCB	clifford.coulter@hscni.net
Information Systems	Ffiona Dunbar	HSCB	ffiona.dunbar@hscni.net
Public Health Agency	Michelle Tennyson	PHA	michelle.tennyson@hscni.net

OLDER PEOPLE SERVICE FRAMEWORK PROJECT STRUCTURE



3.3 *Quality Assurance*

Internal

The Project Team Quality Assurance members will be responsible for advising on both the methodology in relation to their area of expertise and the content of the sections prepared for the Older People's Service Framework.

External

The Project Team will identify various health and social care experts from outside Northern Ireland to provide external quality assurance on products produced by the project and guidance on the processes adopted to prepare the Older People's Service Framework. The approach to seeking external quality assurance will be agreed by the Project Team.

3.4 *Facilitation and Support*

The Programme Director for Service Frameworks holds responsibility for the co-ordination of the Service Frameworks Programme across Northern Ireland and will be a full member of the Project Team. The project will appoint a Project Manager and have DHSSPS Project Support.

The specific additional requirements for administrative support will be considered by the Project Team.

3.5 *Methodology*

The framework development process will proceed in the following stages:

- Stage 1 Establishing the Project
- Stage 2 Establishing Project Infrastructure
- Stage 3 Developing the Framework
- Stage 4 Producing the Initial Draft Framework
- Stage 5 Refining the Framework
- Stage 6 Consultation and Production of the Final Approved Framework

Stage 1 - Establishing the Project

This stage of the Project will include:

- Appointment of Project Leads
- Initial scoping meeting
- Appointment of Project Manager
- Determining Sub-Group Leads
- Developing Terms of Reference
- Sign off Terms of Reference by Service Frameworks Programme Board

Stage 2 - Establishing Project Infrastructure (December 2009 - February 2010)

The scoping exercise identified six separate workstreams to take forward the development of the draft Older People's Service Framework. These are:

- (1) Health & Social Wellbeing in Older People
- (2) Protection of Vulnerable Adults
- (3) Management and Managing Transitions of levels of Independence
- (4) Conditions More Common in Older People
- (5) Person Centred Care
- (6) Support for Carers & Identifying Carer's Needs

It is also intended that a separate User/Carer focus Group will be established in consultation with the Patient Client Council.

Stage 3 - Developing the Framework (March 2010 – June 2010)

The six sub-groups will take forward the work within this stage, using all available resources in the development of their proposed standards which will follow the format of the template provided.

A memo was circulated internally within DHSSPS requesting policies / documents relevant to the Health and Wellbeing of Older People. Responsibility for seeking out literature which includes evidence based and/or national level standards proposed or already in place elsewhere will lie with the Project Manager. This will be a tabletop exercise undertaken within the six workstreams. It is likely that the Department of Health's National Service Framework for Older People will be a key source of information.

The Project Team will meet regularly to receive progress updates and on an ad-hoc basis where a steer is required.

Stage 4 - Producing the Initial Draft Framework (July 2010 – September 2010)

In this stage, the Project Team will work closely to bring together the various workstream proposals to form a coherent draft framework which will be shared with key interest groups prior to its submission to DHSSPS in December 2010.

Stage 5 - Refining the Framework (October – December 2010)

During this phase, the Project Team will liaise closely with DHSSPS, editing the initial draft and completing the necessary final documents including an Affordability Analysis, Equality screening and checking for compliance with legislation and policy. The draft consultation document will be submitted to DHSSPS in December 2010.

Stage 6 - Consultation and Production of the Final, Approved Framework (April 2011 - June 2011)

Responsibility for the public consultation and production of the final and easy access versions of the Older People's Framework will lie with DHSSPS in partnership with the Project Team. Project Team members should be available to engage with DHSSPS officials in the analysis of consultation responses and in the preparation of the final version of the Framework. DHSSPS will also undertake a review of available funding.

4. PROJECT CONTROLS

4.1 Project Initiation

The Older People's Service Framework project will proceed on the basis of the approach outlined in this PID. This PID is a living document and is subject to the formal approval of the Service Frameworks Programme Board, both at the outset and following adaptation.

4.2 Service Frameworks Programme Board Meetings

The Service Frameworks Programme Board will meet regularly to monitor progress, consider/resolve any risks that have arisen and consider matters that require approval or matters that have been escalated.

4.3 Project Team Meetings

The Project Team will review and manage the Work Plan for the project and should attempt to resolve issues without recourse to the Service Frameworks Programme Board. It is anticipated that the core Project Team will meet on a regular basis and at key milestones in the project.

4.4 Monthly Reports

The Project Leads will be responsible for providing to the Department monthly progress reports which should be no longer than one page. This report should highlight progress to date and any associated issues or problems.

4.5 Project Risks

The ability to deliver this project in line with the Terms of Reference will be dependent upon the following factors:

- the availability of appropriate skills and resources;
- various stakeholders being willing and available to participate in the project process; and
- stakeholders giving full co-operation to the consultation process

A project risk register will be developed and will be reviewed and managed by the Project Team.

5. PROJECT PHASES AND STAGES

The Project phases and stages are set out above at 3.5.

FLOWCHART 1- DRAFT TEMPLATE FOR DEVELOPMENT OF SERVICE FRAMEWORKS
Version 1

