



Norfolk County Council

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Winter Plan 19/20

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Name of document:	NCC ASSD Winter Plan 2019/2020
Version:	3
Owner:	Norfolk County Council ASC
File Location:	Winter Plan 2019/2020
Date of this version:	15 th August 2019
Updated by:	Julie Ive
Equality and Diversity Impact Assessment:	N/A
Approved by:	TBC
Date ratified:	TBC
Next Review due:	July 2020
Enquiries to:	Kirsty Rowden

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Introduction

Winter, although not exclusively, creates an annual challenge for the local health and social care systems by placing additional pressure on services. It is therefore essential for organisations within the health and social care systems to create and share their plans to address and mitigate these pressures to maintain the safety of the local population.

The winter period is between 1st October and 31st May. While winter will have ended as a season, the system remains in an escalated state until the end of May due to the 2 May bank holidays and the added pressure experienced at these times. Winter is not an emergency or considered an unusual event but recognised as a period of increased pressure due to demand both in the complexity of people's needs and the capacity demands on resources within the trust and the local health and social care system.

In addition, the winter period often brings with it untoward events such as widespread infectious diseases including Norovirus and there is the risk of the onset of the unusual such as pandemic flu which can affect patients and staff alike.

This Adult Social Services Department (ASSD) wide winter plan sets out the organisation's intentions for the winter period and is underpinned by Operational Delivery Plans (referenced at page 6). The detail of the supporting Operational Delivery Plans (OPD's) continues to be in development.

The Winter Plan prepares the organisation to maintain its service during winter and support system partners in maintaining good patient flow and safety. It aims to:

- focus on prevention and promoting independence
- create the capacity to meet increased demand
- provides ownership of winter preparedness and response within NCC ASSD
- communicate and co-operate with other organisations/services by sharing this plan
- use data to understand demand and manage flow
- recognise the role and importance of the commissioned market and voluntary sector
- maintain quality, safety and experience

NCC ASSD provides an assessment and care arranging facility and contracts care from the regions care market. It also provides in-house services, including reablement through Norfolk First Support, all of which aid the system to operate as smoothly as possible and minimise cost. The top 4 interventions within this report are:

- Reduction of Social Care attributed DToC in acute and community hospitals

- The reduction and avoidance of admissions through greater co-operation between NCH&C and other community providers
- Building the resilience of teams to meet demand
- Developing Operational infrastructure

This document should be read in conjunction with the NCC Adverse Weather Policy, Major Incident and Business Continuity Plan, Emergency Preparedness Resilience & Response (EPRR) Policy and Service Business Continuity Plans.

Governance

Governance of the NCC ASSD Winter Plan is ultimately by Cabinet. Operational oversight of the Winter Plan is provided via the Norfolk and Waveney STP A&E Delivery Board. This is attended by Chief Executive Officers and Chief Officers, ensuring improved strategic oversight and leadership of the urgent and emergency care system with a focus on winter planning and resilience.

To ensure a continued focus on local issues aligned to the three sub-systems in the Norfolk and Waveney area, a System Operations and Resilience Group has been formed which reports directly to the STP A&E Delivery Board. It is the intention that SOARs will address those challenges which require local knowledge and support, and to address any operational issues.

The following organisations represented at SOAR are as follows:

- Norfolk and Norwich University Foundation Trust
- Norfolk Community Health and Care Trust
- East Coast Community Healthcare
- Norwich, West, North, South and Great Yarmouth & Waveney Clinical Commissioning Groups
- Norfolk County Council
- Suffolk County Council
- ERS – Patient transport Services
- Integrated Care 24 (IC24)
- Norfolk First Support
- Norfolk and Suffolk Foundation Trust
- Primary Care
- East of England Ambulance Trust

Key Lessons Learnt from Winter 2018/19

Links with care market

The Trusted Assessment Facilitators and provider incentive schemes were again available during 18/19, both of which aided flow but the experience over winter continued to reflect the instability of the care market and of the need to improve.

In terms of the market, in addition to the usual range of measures and support, there are developments underway, including the development of a new Care Association and the development of new contract terms for Care Home providers. Work within the Enhanced Health and Care Homes workstream will also be key to improved delivery. Work with Home Support providers is similarly progressing with focused work underway to address high areas of unmet need.

The Trusted Assessment Facilitators continue to develop, are subject to ongoing review by the Promoting Independence Board and their role will be reviewed as part of the STP commissioned 'Home First' work stream.

Resilience and Escalation plans

NCC ASSD had improved resilience and escalation during 18/19, having adopted (and committed to further development) of Opel status reporting. NCC ASSD will make best efforts to maintain a consistent approach to escalation 24/7.

In addition to the adoption of Opel, NCC ASSD is engaged in other workstreams which bring about improvements. The initiatives listed below are particularly key:

- The development of the STP Frailty Strategy and 'Home First' work streams both of which will impact positively on acute flow.
- The STP Workforce Strategy which recognised the role of staff working in care and aims to address issues of quality and capacity and the lack of development opportunities currently for the care workforce.
- Two NCC ASSD led/enabled workstreams (European Social Fund and Skills for Care bids), both of which are focused on workforce development.
- The further development of our offer to Carers, including a review of our 'breaks' offer to Carers.
- System improvements to the process of validating DToCs, thereby improving the accuracy of reporting of an understanding of reasons for the delays.
- An NCC ASSD led DToC & Patient Flow Group and High Impact Change Steering Group, both of which have all system representation and a focus of system wide improvement.
- NCC's work (aligned with Public Health in some areas) to improve its prevention offer.
- A review of the Social Work 'offer' within the Acute Trusts

- The embedding/extension of Escalation Avoidance Teams (NEAT)
- The support of and investment in 'District Direct' services (differing models of support but all designed to support acute discharges where 'housing' presents as a discharge issue).

Approach to Operations Management for Winter 2019/20

Operations Centre

NCC ASSD, in partnership with NCH&C, will establish an Integrated Winter Operations Centre to create a common operational picture, monitor performance and activity, co-ordinate and manage escalation, and to act as liaison with other system providers regarding system performance.

During winter 2019/20, the operations centre will be operational 5 days a week between 09.00 and 17.00 and existing on-call management will be available between 17.00 and 09.00 each day at 24 hrs a day at weekends and bank holidays

The operations centre will be responsible for collating information and sharing operationally relevant information with system partners on the daily silver calls and will manage any response to service escalation. In the event of a Significant Incident or Major Incident, the Operations Centre will work alongside the incident control room

Capacity Planning and Operational Control

Operational teams will remain accountable for the development and delivery of their capacity plans. In many cases these will be represented as rosters and will remain responsible for the co-ordination of the daily work activity to deliver services. The Operations centre will monitor these capacity plans and escalate issues, such as roster gaps, to relevant senior managers for resolution. In addition, the operations centre will monitor the daily work activity to ensure it meets required productivity requirements and escalate any issues, such as an increase in DToC, to relevant senior managers for resolution.

Wider Team Support

NCC ASSD recognises the role that other teams play in enabling delivery over winter and will ensure that other teams develop plans to ensure a response to support ASSD ASC Operations. The supporting OPD's are still in development at the time of writing this report. The plans will be managed internally to NCC ASSD but reflect the need for support from:

- Brokerage
- Commissioning (covering internal and external services and equipment with a specific focus on Norfolk First Support)
- Communications (internal and external)

- Market Development/Market Support
- Information & Analytics
- Workforce Support

OPEL

For winter 2019/20 NCC ASSD will provide the system with a daily OPEL report which will be co-ordinated through the Winter Operations Centre.

All Operational teams within ASSD Social Work are required to create a daily OPEL report and submit this to the Operations Centre by 09.30. The service will be expected to act in line with their local escalation plans and for SITREP's to be provided to the Ops centre by 15.00 if the service has escalated to OPEL 4.

Winter Pressures Grant (WPG)

Norfolk County Council was awarded additional one-off monies, Winter Pressures Grant the to the value of £4.179m for winter 18/19 plus a further £4.179m for the 19/20 period. For 18/19, NCC ASSD was able to report success in grant allocation with the development of new initiatives plus additional capacity by increasing service provision as well as supporting purchase of care provision.

For 19/20, the allocation of Winter Pressures Grant will be a continuation of services developed for 18/19, plus new schemes of spend. At the time of writing this report it is not possible to share the detail of the allocation due to the timetable of the democratic process. NCC ASSD is committed to sharing the detail of the grant allocation as soon as possible.

Services

Contact Service Centre (CSC) & Social Care Community Engagement – (SCCE)

The CSC, which also is home to SCCE, provides a vital access point for those who need social services support. The department received approximately 350,000 calls per year via telephone, email, web for and, increasingly, social media channels. Around 90% of these are managed and dealt with within the department without the need to involve other teams.

The SCCE is managed by qualified social care staff which enables social care assessment and reviews to be conducted by phone. In addition, SCCE provides a weekend and bank holiday Emergency Duty Team with AMHP cover.

The role of CSC and SCCE means it is an essential part of the service offer as well as an integral part of Adult Social Services resilience. The CSC and SCCE will monitor staffing regularly to ensure adequate staffing is available to maintain service outcomes. Capacity within SCCE is monitored via Opel.

ASSD support to Acute Services

NCC ASSD provides 3 acute social work teams to facilitate timely discharge back to their normal place of residence or an alternative temporary option whilst longer term assessment is facilitated as well as supporting safeguarding investigations.

In line with NCC ASSD Promoting Independence plans and the aspirations within the 'Home First' work stream, NCC ASSD will continue to remodel social work to be community, not acute, based social work. The changes for all Acute based teams will reflect the improvements already embedded at the James Paget Hospital Foundation Trust. The timelines for change for all sites are scheduled to deliver improvement during winter 19/20.

The team based at the NNUHFT will work collaboratively with the acute Trust to improve on current multidisciplinary working within the Discharge Hub, particularly in respect to patients which do not clearly fit existing discharge pathways. In addition, the team will work directly with wards, known to be high referrers, to introduce the Living Well approach to reduce the number of assessment and discharge notices being issued and rejected.

Trusted Assessment Facilitators, part of the Promoting Independence and iBCF plans, continue to be focused on enabling timely acute discharge as does the Enhanced Home Support Service (EHSS).

Norfolk First Support (NFS), part of Norfolk First Response, continues to build on its successful reablement offer. Additional investment in NFS was made in 18/19/ For 19/20 NCC ASSD has funded some additional funding and has made a request to CCG's to increase capacity by 30%.

In terms of bed-based services, NCC ASSD does recognise that for some people, bed-based care is required and in recognition of this has developed further its Accommodation Based Reablement provision during 18/19. Capacity for 19/20 will increase with 10 new beds at Grays Fair Court. NCC ASSD has also invested in a STARRT (short term accommodation reablement review team) to ensure good bed flow. NCC ASSD is currently reviewing its entire bed-based provision but in recognition of winter pressures last year and in advance of a developed strategy, has gone out to the market for increased dementia bed provision.

Community Social Care Teams

The community Social Care Teams (West, East, North, Norwich and South) provide assessments for older people and people with disabilities.

In line with the Care Act and the NCC ASSD Promoting Independence strategy, the community social work teams focus on people's strengths and look for community-based opportunities to support individuals and carers to maximise their wellbeing. The teams trialled and have now embedded the Living Well approach during the last year. These teams provide in reach to community wards to support discharge.

The teams work closely, in an integrated way, with primary care and community health services. The teams include Integrated Care Co-ordinators, Assistant Practitioners, Social Workers, Practice Consultants and Social Workers. Social work is a key component of develops within community and primary care.

The prevention agenda is also a key priority for NCC ASSD, both by way of commissioned services but also highlighting the importance of Community in providing support to individuals to remain independent, resilient and well.

Priorities

For winter 2019/20 the Community Social Care Teams focus on:

1. Reablement
2. Home First/Discharge to Assess
3. Three conversations (Promoting Independence)
4. Promoting Assistive Technology
5. Engaging with local development groups, GP practices and developing the Norfolk Directory

LD and Mental Health

Learning Disabilities

The integrated LD team works to improve the quality of life for people with learning disabilities, in their homes and communities. As for other community-based services, the LD team will be affected by weather and service users will be taken ill and access acute care and plans will be in place to ensure resilience. A focus will be out of hours support.

There will be times when people supported by the service will be admitted to acute care. The 3 Acute Trusts in Norfolk are supported by a Liaison nurse and acute pathways are in place to provide support and facilitate discharge back home.

Adult Mental Health

Supporting people with their mental health to remain well throughout winter is challenging. Avoiding crisis and supporting people when they are in crisis is essential for their wellbeing as well as avoiding placing pressure on other services which, in many cases, are not always set up to meet their specific needs.

For winter 2019/20, we will again increase our AMHP cover to meet expected increase in demand over winter to improve response to requests for MHAs. We are also out to the market for expressions of interest in providing 5 specialist dementia beds (a further 5 beds are being developed as part of our 'carers' offer).

Older Persons Mental Health

Norfolk has a rapidly aging population and is experiencing a growth in age related mental health needs. Older persons mental health is supported by the community care social work teams which work closely with Norfolk and Suffolk NHS Foundation Trust (NSFT). The social work team provides essential support to maintain flow through NSFT beds and work to avoid DToC. A new Team Manager post is in place to coordinate timely discharge and verify DToC.

Named social workers are linked to NSFT older person wards and attend regular discharge meetings. Many cases are complex and require significant effort to identify suitable long term care. Many patients present with both physical and mental health needs and identifying discharge opportunities are challenging.

Winter funding has been requested to procure additional short term beds to specifically provide step down and admission avoidance for older people with both physical and mental health needs. The request has not been formally agreed at the time of writing this plan.

In House Services

NCC ASSD provides in house services under the brand of Norfolk First Response (NFR). These include:

- Norfolk First Support (NFS) – home based re-ablement service (NFS provide an element of supported care within North and South Localities)
- Swift Response – 24-hour unplanned needs service
- Benjamin and Grays Fair Court – accommodation based re-ablement and short-term bed provision

These services aim to support people to return to independence and reduce the need for long term care and are supported by the provision of equipment.

During 2018/19 NFS received additional funding to increase their capacity by 15%. At the time of writing this report, the expansion of the service for 2019/20 is planned to be between 15% and 30% (discussions underway with CCG's). Ensuring NFS is responsive and resilient is a key action for this coming winter and work to enable rapid step down to home support providers continues to be a priority.

NFS has now embedded its electronic capacity monitoring system, has developed a new approach to capacity planning (including an external share of capacity data), plus increased Service Manager to provide 24/7 support and increase capacity. NFS has also increased its bed-based enablement offer to include Grays Fair Court as well as Benjamin Court, both of which are delivering good outcomes for ASSD ASC clients.

The NFS service re-cognises how important the relationship is between their service and the acute Trusts. A team of Hospital Liaison practitioners provide a critical link with all three acute Trusts in Norfolk. This year has also seen the development of Escalation Avoidance Teams across Norfolk (NEATs) within which, NFS play an important part, including cover the weekend link for admission avoidance and hospital discharge.

Commissioning and Care Market

The care market, for both home care and residential care is a dynamic environment. The NCC ASSD Market Development Team and Commissioners work closely with a wide range of private providers to enable access to high-quality long-term care.

To enable a response to meet the highly variable demand upon the market a number of initiatives have been put in place.

- **STARRT** – a dedicated team to ensure appropriate placements and effective flow for NCC ASSD's bed-based services (NFS currently provide their own oversight of their beds).
- **Short Term Beds** – provide bed based short term placements to enable care act assessments to take place outside of a hospital.
- **Transfers of Care Manager** – a continuation of the post developed for winter 17, the post-holder works closely with NNUH social work teams to address issues affecting discharges and causing DToC. The post holder also has the role of overseeing the delivery of Trusted Assessment Facilitators and Enhanced Home Support Services.
- **Enhanced Home Support Service** – Provides short-term home care support for discharge when Patients are waiting for care to start.
- **Norfolk First Support** – increase of capacity for home based Reablement.
- **Benjamin and Grays Fair Court** – bed based Reablement.

In terms of overall bed capacity, NCC ASSD is moving to ebrokerage in time for winter 19/20 whilst continuing to maintain our current 'bed tracker'. The move to ebrokerage will improve the way in which vacancies are managed and placements are made. NHS partners are involved in discussions about the development of ebrokerage.

The offer of provider incentives is still being worked up at the time of writing this report. The need to review reflecting the low take up during winter 18/19 which again saw low take up of incentives. NCC ASSD has allocated Winter Pressures Grant to enable an incentive scheme to be available should this prove to be needed.

NCC ASSD requires service providers to operationally provide to the full terms of their contractual agreement. This includes having the level of staff required to deliver the service fully and safely, that they have a plan in place for the event of significant service impact including staff illness, inclement weather and ensure service users are not impacted by a reduction in regular service provision. All service providers are required to have business contingency/continuity plans in place. In the event of serious impact on service delivery, providers are required to inform the council of the situation as soon as practical to do so.

Providers will be informed and reminded of key periods of pressure, such as bank holidays, and updated on how they can help and what support is available to them.

NCC ASSD supports local care providers to remain resilient in various ways, from the proactive approach offered by our Quality Teams through to the joint work with Health under the Enhanced Health in Care Homes work stream. NCC ASSD will, as a minimum, again this winter offer:

- Advice on accessing free flu vaccinations for paid care workers (and what to do during a flu outbreak)
- Advice on resilience planning through the Norfolk Resilience Forum
- Advice on staff and business resilience planning
- Information of road gritting
- Advice on appropriate equipment for staff who travel

Of note is also the developing conversation between NCC ASSD and Health about adopting a shared approach to Quality.

Advice is available for vulnerable people and those looking after them (<https://www.norfolk.gov.uk/what-we-do-and-how-we-work/campaigns/stay-well-this-winter>). This advice includes:

- Tips for staying well this winter
- How to make homes energy efficient and safe
- How to claim financial help
- What to do if you are worried about a friend or relative

NCC also continues to promote its healthy ageing toolkit which gives a range of advice about how to keep well. At the time of writing, NCC ASSD is working closely to jointly develop the Public Health Campaign for 19/20 which is expected to have a focus of how people can delay/reduce the likelihood/impact of 'frailty' by adopting lifestyle changes.

In addition to the 'District Direct' scheme(s) already referenced, NCC ASSD recognises the key role that District Councils play within Communities, contributing hugely to the prevention agenda. The range of services are extensive, and initiatives vary across district councils.

Factors Affecting Service Delivery during Winter

Change Programme

There are many changes planned and ongoing within NCC ASSD, all of which have factored in winter 'risk'. Programme Leads have been requested to ensure that the timetable of changes does not inadvertently add pressure during winter. Any changes proposed to specific acute facing teams will be discussed with external stakeholders before a decision is made.

Staff Resilience

Infections, such as flu and Noro-virus, can affect staff and access to care homes. If teams contract illnesses, then assessment capacity is adversely affected. Acute based teams aim to ensure all staff are immunised against flu in line with advice from public health. Care and Nursing Homes are encouraged to protect their staff and are provided with advice on how to access free flu vaccinations for paid carers. CCG's and local primary care providers are required to ensure their "at risk" populations have access to vaccinations which include those living in Nursing and Care Homes, to support this, NCC ASSD intends for winter 19/20 to further promote the benefits of flu vaccinations to a wider staff team.

NCC ASSD provides a full range of support for staff through extensive health and wellbeing advice. NCC ASSD acute facing staff receive regular supervision during which their wellbeing is discussed. Staff will be encouraged to access support.

Managing Risk

Due to the interdependencies within this plan, NCC ASSD will maintain an issues and risk register to ensure that this plan is effective in delivery.