

North Lanarkshire Council Report

Adult Care and Social Work Committee

Does this report require to be approved? Yes No

Ref RM/KO/MW

Date 14/11/23

Resilience Response

From Ross McGuffie, Chief Officer North HSCP

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Executive Summary

While NHS Lanarkshire stood down its live Covid incident in January 2023, the impact of the pandemic is still widely felt across the health and social care system as a whole.

In February and March 2023, NHS Lanarkshire undertook a 'Firebreak', with the aim of allowing the three acute sites to decompress, prioritising activity to support the reduction of site occupancy and improve surrounding performance. While the Firebreak was a strong success, reducing site occupancy and delayed discharges and improving front door performance, this was not able to be sustained in the longer term.

Operation Flow 2 has since progressed, supported by nationally agreed funding, to support the implementation of key elements learned from the Firebreak, with the aim of making sustainable changes the whole health and social care system ahead of the inevitable pressures that winter will bring.

A full integrated implementation structure has been developed with the aim of implementing all key areas by the end of October 2023. Recruitment into key new posts may be a challenge over this timeline, but every effort is being made to this.

This paper aims to inform committee of the Lanarkshire whole system Operation Flow 2 plans and implementation structures.

Recommendations

It is recommended that the Adult Care and Social Work Committee:

- (1) Recognise the whole system Operation Flow 2 plans and implementation structures set out in the report.
- (2) Request future updates on progress.

The Plan for North Lanarkshire

Priority Improve the health and wellbeing of our communities

Ambition statement	(13) Improve preventative approaches including self-management and giving people information and choice over supports and services
Programme of Work	Resilient People

1. Background

- 1.1 NHS Lanarkshire stood down its Live Covid Incident in January 2023, however, the operational pressures emanating from the pandemic recovery have been pronounced, with NHS Lanarkshire in Black status since 27th July 2022.
 - 1.2 Operation Flow was developed to create a 'firebreak' to rapidly reduce hospital inpatient capacity, then creating the staff capacity to work on service redesign to bring the system as a whole back into equilibrium.
 - 1.3 Following the 9-day firebreak, hospital inpatient capacity reduced by around 15% across Lanarkshire, supporting the system to move from black to red status on 6th March 2023.
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2. Report

Operation Flow

- 2.1 Operation Flow is the whole system strategic planning approach in Lanarkshire aimed at supporting a sustained recovery of the entire health and social care system.
- 2.2 Officers set out the Operation Flow 2 plan and implementation structure, with the aim of having all elements completed by the end of October 2023, ahead of winter.

Operation Flow 2 Progress Update

- 2.3 Intensive work continues to embed best practice accountability and leadership to deliver our plan. However, we know that new ways of working, and the resource additionally required will take some time to implement the changes and see the sustained unscheduled care performance that is required to improve patient safety and well-being, across our system.
- 2.4 It was disappointing that our performance against the 4-hour standard did not meet our August 2023 trajectory of 70% (65%) despite significant efforts. It should, however, be recognised that many of the additional resources identified through the plan will take some time to get in place, not least due to the current challenges around recruitment.
- 2.5 Consequently, in early September operational and clinical colleagues, from across the system, worked together to develop a recovery plan for with the objective of improving performance against some or indeed all our metrics which are:
 - Weekly 4-hour access performance
 - Weekly number 8 hour waits.
 - Weekly number of 12 hour waits.
 - Acute site occupancy levels,
 - Ward beat rate achieved / week.
 - Discharge lunge use
 - Pre-noon discharge rate
 - Delayed discharges / week (Acute and Community sites)

- 2.6 The recovery actions agreed to be progressed through September include:
- Enhanced duty manager support across our sites to support flow during our vulnerable times which includes the OOHs period and Monday mornings.
 - Increased Senior Clinical Decision Makers within the Flow Navigation Centre (FNC) to support direction of patients to the right service and reduce demand where appropriate.
 - Expansion of Hospital at Home capacity to increase admission avoidance.
 - Focused improvement work to embed the flow foundation bundles across acute and off-site areas.
 - Focused communications by the FNC service team outlining the role and function to ensure shared understanding of the opportunities of this service across our system.
- 2.7 Daily performance metrics for each site have also been implemented which will ensure that we can track day to day improvements or deterioration in performance and the required actions to sustain or improve our metrics.
- 2.8 Within the HSCP, significant progress has been made in creating a more efficient entry point to social care, with Reablement teams now fully ring-fenced to ensure their capacity and Home Assessment Teams expected to be at full capacity by the end of October.
- 2.9 Home Assessment Team capacity has been steadily improving, with the service supporting its 1000th discharge in August, with still over 60% of service users requiring no ongoing package of care after 2 weeks of wrap around support and assessment at home.
- 2.10 A test of change around Locality Response has commenced in Wishaw Locality, supporting a multi-disciplinary urgent response to individuals at risk of admission, with the aim of supporting them to remain at home. This has included tie ins with both the Emergency Department and Flow Navigation Centre. The aim is to continue to test the model before gradually rolling out across the five remaining Localities.
- 2.11 Hospital at Home service expansion continues ahead of winter, with the service roll out into Clydesdale Locality taking place in August 2023 and additional capacity being recruited to support extended working hours and increased capacity in the North Lanarkshire service.
- 2.12 Work continues with the development of a Frailty Strategy and the recruitment of Frailty interface teams on each of the three acute sites with the aim of supporting admission avoidance, improved pathways and earlier discharge for frail patients.

System Readiness – Operation Flow 2 Power Up

- 2.13 The primary objective of the task and finish groups in relation to scoping and developing proposals has now been achieved and we are transitioning to our delivery structures to support this work. Some task and finish groups will continue to operate until all our new models of care are developed. However, the majority of the work will be delivered through a hospital sector-based structure to ensure that we maintain a whole system approach. However, we also recognise that there are some elements of our plan that

are pan-Lanarkshire e.g. FNC development and Frailty Clinical Network which will require some flexibility in our approach to support delivery.

- 2.14 We remain committed to launch and implement our Operation Flow 2 Winter Plan from the 1 November 2023. However, we know that creating the right conditions for launch is essential. Consequently, our preparation will include finalising our new care models and ensuring that our workforce is engaged in all elements of the plan and understand their role in its implementation. System readiness is also underpinned by the delivery and implementation of the detail of the site and sector level improvement plans. This focused preparation period - Power up - will run through the month of October.
- 2.15 As a system we agreed several actions that would support testing of new models as well as decompression during the duration of the Power up period, which includes:
 - 2.15.1 Testing of the Rapid Emergency Assessment Care Team (REACT) processes as part of our new Front Door Target Operating Model (see appendix 1) to increase streaming of patients to the right part of our system in UHH and UHW which will help to ensure that processes are tested and staff increase their confidence in initial assessment at the front door (REACT is a model already in place in Monklands and being rolled out across the other two acute sites).
 - 2.15.2 Maximise the availability of a senior clinical decision maker in the Flow Navigation Centre as part of our new care model to support direction of patients the right place and at the right time to ensure new care model is ready for launch on 1 November 2023 (see appendix 2).
 - 2.15.3 Increase Near me consultation and Call before you Convey between Hospital @ Home and the Scottish Ambulance Service to increase efficiency and capacity within the service.
 - 2.15.4 Complete the bed base modelling for UHW and UHH sites to inform future planning and consideration of reconfiguration of our bed base to manage demand.
 - 2.15.5 Undertake focused improvement work within Medicine for Older Adults – UHW to maximise flow across the acute site and off-site beds.
 - 2.15.6 Fast track access to interim care beds at Cumbernauld Care Home to create acute capacity.
 - 2.15.7 Undertake a review of all inpatients categorised as Hospital Based Complex Clinical Care (HBCCC) to determine if appropriately coded and placed or if another care location is more appropriate to meet their needs.
- 2.16 The actions outlined in sections 2.6 and 2.15 are aligned to the site and sector-based improvement delivery plans and the remaining actions being progressed through the task and finish group structures.

Learning from our NHS Tayside Colleagues

- 2.17 Throughout Operation Flow we have embraced learning from across our system to help inform our new models. We were delighted that colleagues from NHS Tayside provided a peer support visit to NHS Lanarkshire to review our new target operating models and winter plans to help determine if there are any further opportunities for improvement and shared learning. The visit took place over the 7 and 8 September 2023 and colleagues spent time on our sites and with teams from across our system.

2.18 We await a formal feedback report however the team provided some initial reflections during the visit and a high-level summary is noted below:

- Extremely supportive of the Senior Clinical Decision Maker workforce model for Flow Navigation Centre to maximise increase direction of patients to the right place, first time.
- Opportunities exist to maximise the use of Near Me to reduce footfall to our front doors.
- Investment in our Frailty Strategy is essential to respond to current and future demand.
- Reconfiguration of our off-site bed estate to maximise system flow for this Winter and beyond.

2.19 We have a whole system Operation Flow – Pause Event scheduled for Friday 29 September where will use the time to reflect on what will be at risk to deliver for Winter 2023/24 and how as a system will be respond to this and what elements of our plan do we need to change based on the learning from the peer review visit by NHS Tayside colleagues. Therefore, further detail of this this learning will be available for a future report.

Evaluating Patient Experience and Staff Well-being

2.20 Understanding the impact of Operation Flow from a patient experience and staff welling-being perspective is key for NHS Lanarkshire’s learning. Therefore, formal evaluation of Operation Flow 2 will commence from the 1 November 2023 in collaboration with colleagues from Strathclyde University. Our findings will be shared with the committee as soon as they are available.

CONCLUSIONS

2.21 There has been a tremendous whole system effort to plan and prepare for implementation Operation Flow 2 at scale and pace.

2.22 Performance remains challenged, however, a range of the identified supports including additional staffing capacity will take time to implement.

3. Measures of success

3.1 A weekly performance framework has been developed to track progress.

4. Supporting documentation

4.1 Appendix 1: Target operating model

4.2 Appendix 2: Flow Navigation Centre Changes



Ross McGuffie
Chief Officer North HSCP

5. Impacts

<p>5.1 Public Sector Equality Duty and Fairer Scotland Duty Does the report contain information that has an impact as a result of the Public Sector Equality Duty and/or Fairer Scotland Duty? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/> If Yes, please provide a brief summary of the impact?</p> <p>If Yes, has an assessment been carried out and published on the council's website? https://www.northlanarkshire.gov.uk/your-community/equalities/equality-and-fairer-scotland-duty-impact-assessments Yes <input type="checkbox"/> No <input type="checkbox"/></p>
<p>5.2 Financial impact Does the report contain any financial impacts? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> If Yes, have all relevant financial impacts been discussed and agreed with Finance? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> If Yes, please provide a brief summary of the impact?</p> <p>All financial impacts have already been factored into budgets.</p>
<p>5.3 HR policy impact Does the report contain any HR policy or procedure impacts? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/> If Yes, have all relevant HR impacts been discussed and agreed with People Resources? Yes <input type="checkbox"/> No <input type="checkbox"/> If Yes, please provide a brief summary of the impact?</p>
<p>5.4 Legal impact Does the report contain any legal impacts (such as general legal matters, statutory considerations (including employment law considerations), or new legislation)? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/> If Yes, have all relevant legal impacts been discussed and agreed with Legal and Democratic? Yes <input type="checkbox"/> No <input type="checkbox"/> If Yes, please provide a brief summary of the impact?</p>
<p>5.5 Data protection impact Does the report / project / practice contain or involve the processing of personal data? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/> If Yes, is the processing of this personal data likely to result in a high risk to the data subject? Yes <input type="checkbox"/> No <input type="checkbox"/> If Yes, has a Data Protection Impact Assessment (DPIA) been carried out and e-mailed to dataprotection@northlan.gov.uk Yes <input type="checkbox"/> No <input type="checkbox"/></p>
<p>5.6 Technology / Digital impact Does the report contain information that has an impact on either technology, digital transformation, service redesign / business change processes, data management, or connectivity / broadband / Wi-Fi?</p>

Yes No

If Yes, please provide a brief summary of the impact?

Increased opportunities to maximise the use of Near Me.

Where the impact identifies a requirement for significant technology change, has an assessment been carried out (or is scheduled to be carried out) by the Enterprise Architecture Governance Group (EAGG)?

No significant technological change, but better utilisation of a platform already in use.

Yes No

5.7 Environmental / Carbon impact

Does the report / project / practice contain information that has an impact on any environmental or carbon matters?

Yes No

If Yes, please provide a brief summary of the impact?

5.8 Communications impact

Does the report contain any information that has an impact on the council's communications activities?

Yes No

If Yes, please provide a brief summary of the impact?

Information is being shared across several forums including the HSCP Strategic Planning Groups and the HSCP Website.

Understanding the impact from a patient experience and staff welling-being perspective is key, therefore, formal evaluation of Operation Flow 2 will commence from the 1 November 2023 in collaboration with colleagues from Strathclyde University

5.9 Risk impact

Is there a risk impact?

Yes No

If Yes, please provide a brief summary of the key risks and potential impacts, highlighting where the risk(s) are assessed and recorded (e.g. Corporate or Service or Project Risk Registers), and how they are managed?

Ensuring demand can be met. Risks already included on the risk register.

5.10 Armed Forces Covenant Duty

Does the report require to take due regard of the Armed Forces Covenant Duty (i.e. does it relate to healthcare, housing, or education services for in-Service or ex-Service personnel, or their families, or widow(er)s)?

Yes No

If Yes, please provide a brief summary of the provision which has been made to ensure there has been appropriate consideration of the particular needs of the Armed Forces community to make sure that they do not face disadvantage compared to other citizens in the provision of public services.

5.11 Children's rights and wellbeing impact

Does the report contain any information regarding any council activity, service delivery, policy, or plan that has an impact on children and young people up to the age of 18, or on a specific group of these?

Yes No

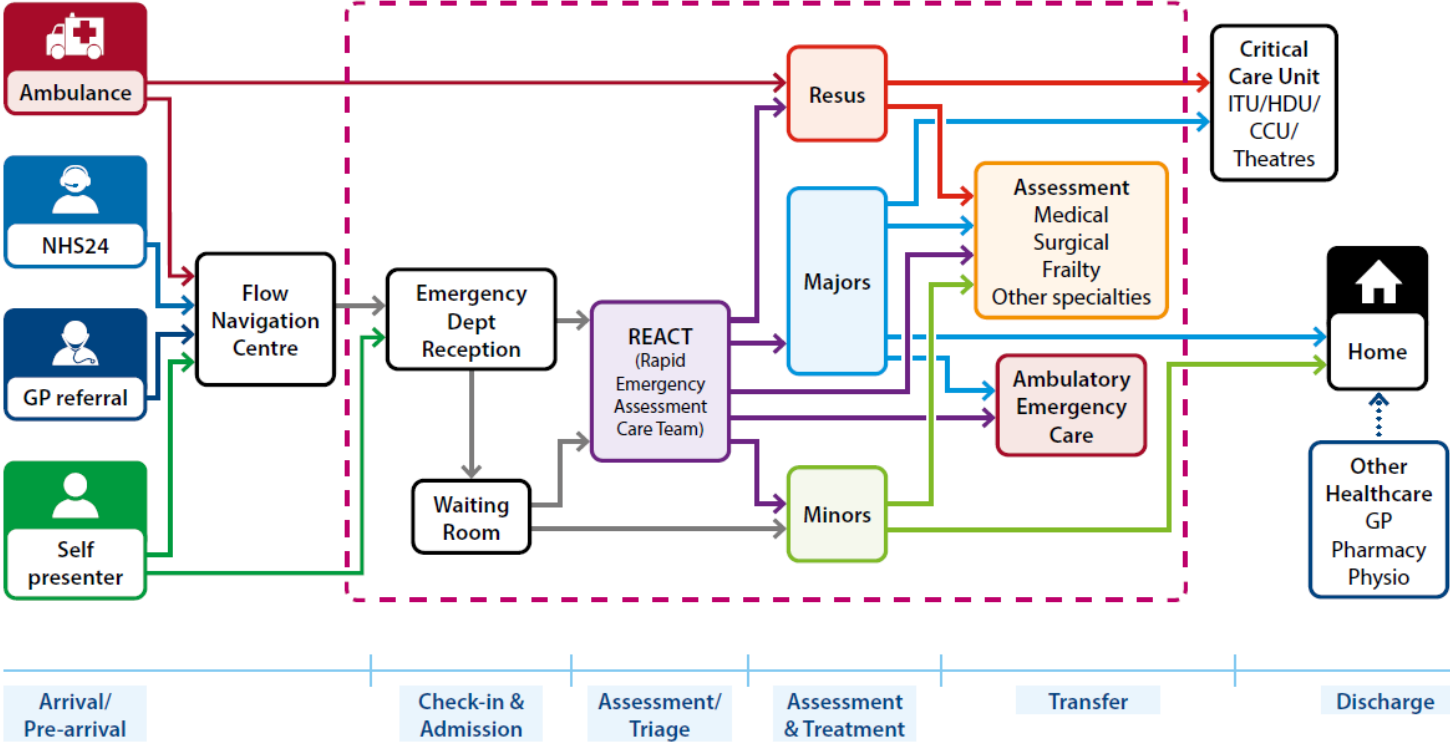
If Yes, please provide a brief summary of the impact and the provision that has been made to ensure there has been appropriate consideration of the relevant Articles from the United Nations Convention on the Rights of the Child (UNCRC).

If Yes, has a Children's Rights and Wellbeing Impact Assessment (CRWIA) been carried out?

Yes No

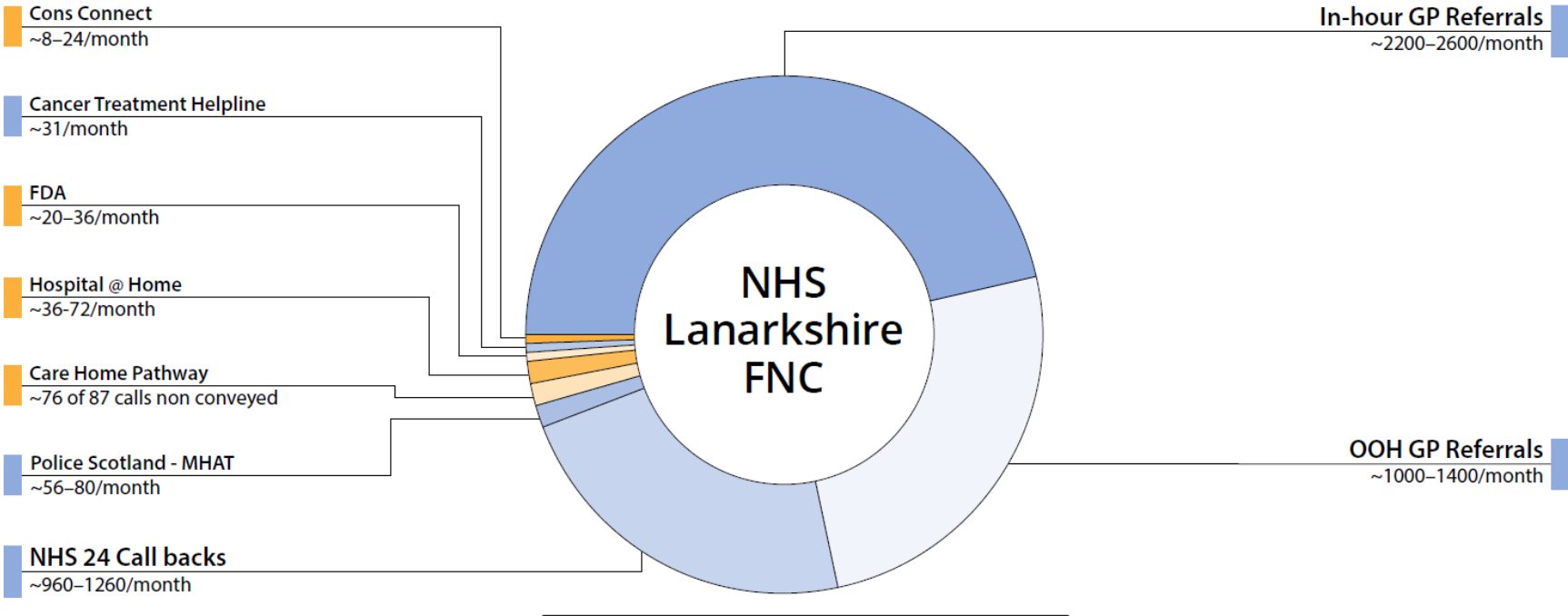
Appendix 1: Target Operating Model

TARGET OPERATING MODEL

Flow Navigation Centre

FNC Pre-Operation FLOW



Flow Navigation Centre

FNC Current & Future

