

Manchester City Council Report for Information

Report to: Health Scrutiny Committee – 3 November 2020

Subject: Manchester Local Care Organisation, Winter Planning across Health and Adult Social Care

Report of: The Executive Director of Adult Social Services, Manchester City Council and Mark Edwards, Chief Operating Officer, MLCO

Summary

This report has been written to provide the Health Scrutiny Committee with an update to the Manchester Local Care Organisation's (MLCO) response to winter and COVID-19 through the development of integrated planning across Health and Social Care.

Each winter the Health and Care system is challenged and whilst supporting our most vulnerable populations remains the systems top priority, each year winter brings patients and residents with increased need, worsening long term conditions and an increase in slips trips and falls. This pressure will be compounded by further waves of Covid-19 during winter 2020/2021.

It is paramount that our community health and care system supports citizens as close to home and provides robust alternatives to hospital admission where possible. Planning must ensure that these services remain viable when managing staffing availability.

Recommendations

The Committee is asked to support the contents of the paper.

Wards Affected: All

Environmental Impact Assessment - the impact of the issues addressed in this report on achieving the zero-carbon target for the city

No

Manchester Strategy outcomes	Summary of how this report aligns to the OMS
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The effective use of resources underpins the Council's activities in support of its strategic priorities as set out in the Corporate Plan which is underpinned by the Our Manchester Strategy

A highly skilled city: world class and home grown talent sustaining the city's economic success	Development of winter plans considers the positive impact the voluntary sector has in our health and care system.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	
A liveable and low carbon city: a destination of choice to live, visit, work	
A connected city: world class infrastructure and connectivity to drive growth	

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Background documents (available for public inspection):

Not applicable.

1. Introduction

- 1.1 This paper has been written to provide the Committee with an overview of the work that Manchester Local Care Organisation (MLCO) is undertaking to support the delivery of services through the coming winter period.
- 1.2 The paper describes how the functions of an integrated MLCO support a response to care delivery which is primarily focussed on keeping people safe and well close to their home.
- 1.3 Committee are advised that this paper is written to update on the development and implementation of the plan; it is not the plan in its entirety.

2. Background

- 2.1 As the Committee is aware, winter is an exceptionally challenging period for health and care systems across the country. Winter 2020/21 will add further challenges to what has already been a difficult year, with usual winter acuity, exacerbations in long term conditions and an increase in slips trips and falls compounded by further waves of Covid-19.
- 2.2 On the 14th July 2020, the Academy of Medical Sciences published “Preparing for a challenging winter 2020/21”. Within the report the Academy identified challenges which they believe will be “increasing demand on usual care as well as limiting surge capacity”:
 1. A large resurgence of COVID-19 nationally, with local or regional epidemics.
 2. Disruption of the health and social care systems due to reconfigurations to respond to and reduce transmission of COVID-19 with a knock-on effect on the ability of the NHS to deal with non-COVID-19 care
 3. A backlog of non-COVID-19 care
 4. A possible influenza epidemic that will be additive to the challenges above.
- 2.3 On 31st July 2020 NHS England entered what they describe as Phase 3, setting out requirements for services to return operational with expectations that service providers should:
 - Return to ‘Business as Usual’ as much as practicably possible;
 - Prepare for winter which for community services includes delivery of a flu vaccine programme, supporting care homes, and work alongside local authorities to ensure patients are able to leave hospital as soon as medically fit to do so; and,
 - Learn from the first COVID peak at the start of 2020, focus on the benefits and support and take care of our workforce.
- 2.4 This followed guidance provide in March 2020 that required health service providers to stand down services to manage the increased demand and protection of those most vulnerable. However, it is not expected that guidance to support a prioritisation of services will follow for winter.

- 2.5 To ensure that the Manchester health and social care system manages winter pressures and demands MLCO has been required to produce a robust plan that will enable it and the broader health and care economy remain resilient through the winter period.
- 2.6 Unlike in previous years there is now a national expectation that adult social care will formally respond to the Department of Health and Social Care and set out clear plans that support the provision of increased winter resilience. In contrast the requirement to plan has long been a requirement of NHS organisations through NHS England.
- 2.7 The Committee is assured that whilst national bodies have requested separate planning and assurance, MLCO planning is built through utilising an integrated model of oversight and delivery. This ensures that one single coherent offer is available for the residents of Manchester.

3. MLCO winter planning

- 3.1 MLCOs winter plans have incorporate learning from across a number of core areas:

- Identification of leadership around the “Preparing for Winter Challenge Report”
- Lessons learned during Covid-19 first wave pandemic
- Activities to support demand management
- Activities to support capacity management

Identification of leadership around the “Preparing for Winter Challenge Report”

- 3.2 To support winter preparedness MLCO has reviewed its working arrangements with partners across the Manchester health and care system to ensure that they are robust, effective, and ensure people of Manchester are supported in the most appropriate way. The delivery of the winter plan is a core priority for MLCO and system partners and strong partnerships across Manchester will aide delivery.

The winter plans for the MLCO have been developed with the support of partner organisations across the city.

Lessons learned during Covid-19 first wave pandemic

- 3.3 MLCO, as with other health and care providers has taken the opportunity to review its approach to Covid-19 phase one. The initial pandemic response saw MLCO align its capacity to those residents in greatest need and plans were mobilised to keep the most vulnerable safe. Whilst MLCO responded well and supported the Manchester health and care economy to safely discharge a significant number of people from hospital to alternative care settings (in line with national requirements) it is inevitable that lessons have been learnt and MLCO has worked to include these lessons into its winter planning processes.

Activities to support demand management

- 3.4 The MLCO is using the plan to ensure that activity is directed away from secondary care wherever it is possible; this ensures that hospital beds are available to those residents that need them the most. For example, the plan looks to support more residents in Manchester to receive their care closer to home rather than in hospital settings. In support of this we are working with home care providers to ensure that we have an 'early warning' system that identifies those people who are deteriorating so that augmented care is able to be put in place to enable residents to stay in their own homes.

Should residents need to be admitted to hospital MLCO is working to ensure that they are safely discharged as early as is possible and are supported to return to home with a package of reablement ¹ rather than more expensive care packages or long term placements that are often associated with excessive lengths of stay.

Activities to support capacity management

- 3.5 The response to Covid-19 placed a significant strain on services and the care market, and this will be exacerbated with the advent of winter and increased pressures that this ordinarily brings. The plan looks to support this by ensuring we have the capacity to meet expected levels of demand. For example, the plan identifies service pressures during key holiday periods and provides teams early support in addressing gaps.

The MLCO has established a control room function to manage demand and increasing its functionality and resilience by recruiting senior nursing capacity into it. They will be responsible for review, design and continuous improvement of an integrated discharge pathway function across hospital and community services.

As the Committee will be aware the NHS Nightingale North West has been stood up and the MLCO's control room is supporting increased flow of people from hospital into this facility to enable a safe waiting place for home care packages or intermediate care to be provided. The Nightingale will offer 36 beds to the people of Manchester and Trafford and is managed through Manchester University NHS Foundation Trust.

To support the longer term flow of hospital discharges, the MLCO is working on delivering two 20 bed 'discharge to assess' facilities. This will enable a community response to patients being assessed for their long term care needs out of a hospital setting. The Committee are reminded that at the onset of the pandemic Manchester proactively implemented a policy that ensured that all residents were tested for Covid -19 pre discharge from hospital. This was a policy that was subsequently replicated nationally. This policy remains in place and residents who are discharged into the care of a care home are tested for Covid-19 pre discharge from hospital.

¹ Reablement service provides support to Manchester citizens discharged from hospital to return to independent living whilst supporting co-ordination of longer home care provision if required.

In addition to this MLCO is working to secure a commissioned solution for the provision of 'covid secure' beds, these beds will be available to support the discharge of COVID positive patients who would then be supported into the place of residence when they were able to. The MLCO is working with care home providers to identify suitable facilities for this to be commissioned from.

The plan includes supporting an increase in reablement staffing capacity; this will ensure that more people who require support post discharge from hospital will be able to access these services. This care will lead to greater independence and a reduction in the number of long term placements being made for this cohort of people.

In line with the MLCOs business plan, the winter plan will see the continued introduction of case management ²across all twelve neighbourhoods in Manchester. This will enable those most at risk to have well rounded, integrated care plans to maximise independence and management of long term conditions.

The plan supports the identification and management of workforce gaps, using methods trialled during the first wave of Covid. This includes, short term redeployment and recruitment of interim support staff; also maximising flu vaccination uptake amongst staff.

4. Adult Social Care Winter Planning

4.1 The adult social care plan is being supported by and delivered through MLCO. The plan takes account of the following areas of action:

- Preventing and controlling the spread of infection in care settings
- Managing Staff Movement to control the spread of infection
- Ensuring an adequate supply of PPE across the care sector
- Flu planning and vaccination
- Improving technology and digital support to people in home care and care homes
- Supporting independence and quality of life
- Enabling contact / visitation with relatives
- Support for unpaid carers
- Improving End of Life Care
- Workforce – Training and Wellbeing through a challenging winter
- Workforce Capacity
- Embedding the new discharge processes, while ensuring delivery of the duties set out in the Care Act and maintaining good quality practice.
- Timely distribution of the Infection Control Fund to the care market
- Improving Market Intelligence and Oversight
- Further development of a formal D2A pathway

² Case management is the function in which a multi-disciplinary team assess and develop care for a person with long term conditions. This will include planning across Health and Social Care and involve community, primary and social care, which may also involve voluntary sector provision.

- Building available capacity within the homecare marketplace to support hospital flow and maintaining independence at home

5. Supporting the care market

5.1 The care sector plays a vital role in the effective functioning of any health and care system, and this is no different in Manchester. To ensure that care homes are effectively supported the Executive Director of Adult Social Services leads a Strategic Care Home Board. This board has been established to oversee improvements in system capacity, sustainability, quality and public health ensuring the care market meets the needs of the residents.

5.2 The Strategic Care Homes Board has established four key workstreams:

- Clinical pathways of support (led by Chief Medical Officer)
- Controlling the Infection (led by the Director of Public Health)
- Supporting the Workforce (led by Chief Nurse)
- Maintaining Care and capacity (led by the Deputy Director of Adult Social Services)

5.3 The Board has full system representation from all provider sectors Manchester City Council (MCC), Manchester Local Care Organisation (MLCO), Manchester Health and Care Commissioning (MHCC) and Manchester Foundation Trust (MFT). In addition, the board is working to support the system by developing provider networks and webinars.

5.4 The MLCO is in advanced discussions with a provider for the management of people who are discharged Covid positive. There has been a full CQC risk assessment of the home. This will enable people to receive care out of hospital in a care home environment before being moved to their permanent place of residence. This will support reducing risk of infection for other residents and staff within other care homes. This is a model that was utilised through the initial phase of the pandemic response.

5.5 As with previous years it is vital that people in care homes have received flu vaccinations, this supports people keeping well and would mitigate some risk in care homes and to residents in the event of any outbreak situation.

5.6 To support care homes and their resident addition investment has been agreed in technology, and this will ensure that all care homes are provided additional equipment including electronic tablets to support virtual consultations and residents to contact family and friends. The funding also supports the introduction of capacity management tool that will enable MLCO to better manage placements into homes.

6. Health winter planning

6. The MLCO has developed its winter plan across the following key domains:

- Continuing to follow PHE/DHSC policies on Covid-19 testing

- Ensuring staff and patients have access to the appropriate PPE as needed
- Implementing of neighbourhood flu plans, staff vaccination and vaccination for vulnerable patients as they leave hospital
- Further development and stabilisation of the MLCO Control Room to support delivery of hospital flow and improving communication channels between the functions
- Management of hospital patients who must isolate by developing an isolation community unit.
- Reviewing and mobilising new models of care including the expansion of the Case Management Service to support long term care planning and reducing need for hospital based care
- Increasing the provision of MLCO commissioned community beds for people to be discharged to whilst undertaking assessment for longer term care needs
- Ensuring that we maximise visits through the 'Every contact counts' ethos, amplifying key messages over winter.
- Identification and management of workforce gaps
- Ensuring that significant attention is given to managing hospital flow and keeping people as close to home as possible.
- Flexibility to re-open Covid-19 positive beds for people requiring care home beds whilst testing positive for Covid-19.

7. Immediate next steps

- 7.1 The finalisation and implementation of the plans set out throughout this paper remain a core delivery priority for MLCO, and the Committee are advised that there is a requirement for the Executive Director of Adult Social Services to submit a formal response to the request for an adult social care winter plan to the Department of Health and Social Care. This was submitted on October 31st 2020 in line with national requirements.
- 7.2 MLCO will continue to oversee the delivery of this plan through its internal governance arrangements and led by the Chief Operating Officer and Director of Adult Social Services.
- 7.3 MLCO will continue to work with partners across the system including the care market to ensure that the plan is delivered, and robust and effective joint work arrangements continue to develop and become embedded across the city.

8. Recommendations

- 8.1 The Committee is asked to support the contents of the paper.