



GIG
CYMRU
NHS
WALES

Bwrdd Iechyd Prifysgol
Bae Abertawe
Swansea Bay University
Health Board



Meeting Date	13 November 2019	Agenda Item	2.2
Report Title	Planning for Winter 2019/20		
Report Author	Jan Thomas, Assistant Chief Operating Officer		
Report Sponsor	Chris White, Chief Operating Officer		
Presented by	Chris White, Chief Operating Officer		
Freedom of Information	Open		
Purpose of the Report	This paper outlines the Health Board's winter planning arrangements for 2019/20		
Key Issues	<p>Health and social care services experience pressures all year round, but the winter months can be a particularly challenging period.</p> <p>Recognising that unscheduled care pressures are evident all year round, the Seasonal Pressures Plan for the Swansea Bay Health Board area largely reflects the Health Board's programme to achieve system wide improvement in unscheduled care, incorporating the work of the West Glamorgan Hospital to Home transformation programme.</p> <p>Additional plans are also being developed to mitigate the impact of winter pressures on patient access, and patient and staff experience, which are being supported through the provision of Welsh Government winter pressures funding to the Health Board and to the Regional partnership Board to support nationally agreed priorities.</p>		
Specific Action Required (please choose one only)	Information	Discussion	Assurance
	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Recommendations	The Performance and Finance committee is asked to not the content of the report		

PLANNING FOR WINTER 2019/20

1. INTRODUCTION

This paper outlines the Health Board's approach to the development of the winter planning arrangements for 2019/20.

It is now widely recognised that Unscheduled Care pressures are experienced all year round, and that winter planning is one part of the wider planning process to develop all year round sustainable models of care to improve patient flow and patient experience. However, the winter months can be particularly challenging, which the wider unscheduled care system needs to plan for, to improve resilience to respond to the anticipated increased pressures over the winter period.

2. BACKGROUND

Recognising that unscheduled care pressures are evident all year round, the winter pressures Plan for the Swansea Bay University Health Board area largely reflects the Health Board's programme to achieve system wide improvement in unscheduled care services, incorporating the work of the West Glamorgan Hospital to Home transformation programme.

The main elements of the overarching work programme to improve our unscheduled care system for the population served by Swansea Bay UHB and associated partners are:

- Pre hospital/ Keep me at Home work to maximise services provided by our acute care teams and to further reduce the need for patients to be conveyed to hospital through alternative and enhanced care provision in the community.
- Optimising in hospital care by the Good Hospital care programme through rigorous implementation of the SAFER flow good practice principles, and the development of models of care and departmental processes that are more efficient and patient centred – for example, ambulatory care services.
- Enhancing community capacity through the development of our early supported discharge model, increased community capacity to assess ongoing care and re-ablement needs closer to home, and implementation of the trusted assessor model to ensure a consistent approach to determining future care requirements.

Unlike previous years, the health and social care system in Swansea Bay has not seen any de-escalation of unscheduled care pressures during the summer months. This has been evident through the increased demand at our Emergency Department and minor injuries unit, workforce capacity gaps in key clinical areas, and an increasingly fragile domiciliary care sector, all of which have contributed to patient flow and capacity constraints and subsequent performance deterioration.

In addition, the unplanned loss of 31 inpatient beds at Singleton hospital this financial year, following a fire in March 2019, along with subsequent environmental issues, has also had a major impact on flow and capacity within the Health Board. However a

programme of work is underway to bring this capacity back on stream on a phased basis between the end of December and early March, which will have a positive impact on increasing inpatient bed capacity in Quarter 4, which is usually the most demanding period of the winter.

As a consequence of the ongoing capacity pressures in Swansea Bay Health Board, through the unexpected loss of this inpatient bed capacity earlier this year, alongside an increase in the number of bed-days where patients are delayed in a hospital bed awaiting discharge, Health Board 2019/20 unscheduled care monies have already been deployed, to fund and maintain additional 'surge' capacity in the system, and to protect capacity for elective work.

The Health Board has continued its journey of financial recovery in 2019/20, to ensure best value and efficiency is secured from within the agreed financial resource envelope, and through the ongoing development of more sustainable service models in the unscheduled care system that support improvements in patient flow, capacity utilisation, patient experience and performance. Approval to develop more sustainable and improved service models have been supported as part of this process, including enhancing capacity in our respiratory services and early supported discharge services.

The overarching aim of the West Glamorgan Hospital to Home transformation programme is to deliver more sustainable service models of care in our community services. During the first 2 quarters of this financial year the focus of activity has been on the planning phase of this transformational programme, moving into the implementation phase during Quarter 3. It is expected that this work programme, which will deliver increased community capacity, will start to come to fruition in mid December 2019, and will therefore have a positive impact on improving patient flow across the unscheduled care system over the winter months.

It is recognised however, that the winter months bring additional pressures on our health and social care services. Therefore, our winter plans also include additional measures to respond to colder and more hazardous weather conditions; to respond to increases or changes in activity in some parts of the system; and to contain the spread of infectious diseases such as influenza and norovirus which can all result in additional pressure for front line services.

3. GOVERNANCE AND RISK ISSUES

The winter planning arrangements are being overseen by the Chief Operating Officer, and are also being supported by the Director of Nursing and Patient Experience and the Director of Strategy and Planning. The Health Board winter planning arrangements are discussed and confirmed at the USC improvement board, which is chaired by the Chief Operating Officer.

The development of the winter plan for 2019/20 is being undertaken with the input of the service delivery units within the Health Board, corporate and support services, Swansea Bay local authority partners, and the WAST Head of Operations in Swansea Bay UHB .

Welsh Government (WG) provided a winter planning operational template at the beginning of September to assist with the development of winter plans. These templates identify 7 key themes and related actions that have been co-produced with senior NHS clinicians and directors following an in-depth whole system review of winter 18/19. These themes are as follows:

- Optimised cross sector working – to keep more people at home
- Urgent primary care/ out of hours service
- Preventing un-necessary conveyance and admission to hospital
- Discharge to recover and assess – to enable more timely discharge
- Community step down capacity – to enable more timely discharge.
- An enhanced focus on the respiratory pathway to keep more people at home.
- Enhanced focus on frailty services and pathways.

The templates provide a framework to assess current service status and to inform opportunities to improve resilience in these areas over the winter period. Each Health Board was requested to submit these completed templates to WG by 23rd October 2019, and each Regional Partnership Board (RPB) has been requested to submit these templates by 15th November.

The Health Board's unscheduled care improvement programme and the West Glamorgan Hospital to Home transformation programme are closely aligned with the seven nationally agreed themes, and reflect the primary aim to enhance capacity in our primary and community services, thereby supporting more people to keep well at, or closer to, home. The additional funding announced by WG at the end of September to assist with the management of winter pressures, will therefore be allocated to enhance, and, where possible, accelerate the plans that are already being progressed through this multi-agency programme of work.

This overarching winter plan is also supported by a comprehensive flu plan and business continuity plans, and each of the service delivery units is developing a more detailed localised winter plan, with a particular focus on operational arrangements between the Christmas and the New Year period.

The development of the Health Board winter plan is being progressed with Welsh Government support. Two winter planning summit meetings have been held to date, one in August and one in mid-October. This provides a forum to share and discuss our winter plan with WG, and for WG to act as a critical friend in the development of our multi agency plan.

The main risks to delivery of the plan, alongside the mitigating action to manage the risks are identified in the full winter plan, and include:

- Workforce capacity
- Health Board capacity
- Local Authority commissioned capacity
- Infection and single room capacity
- Brexit

4. FINANCIAL IMPLICATIONS

At the end of September 2019, WG confirmed that it is allocating additional non recurrent funding, of circa £3.5 million to the Health Board and the Regional Partnership Boards, with a specific focus on the 7 service areas and themes outlined in section 3 of this report.

The Health Board has received confirmation that it will be allocated non recurrent Welsh Government winter pressures funding of £1.295 million.

In addition to this, WG has also confirmed that specific non recurrent funds are being made available to support nationally agreed priorities, including the management of patients who frequently attend emergency departments, respiratory services and primary care services over the winter period. Health Boards have been invited to submit proposals for consideration for the primary care and respiratory monies, whilst the Health Board has already received notification of WG financial support to provide a nurse and administrative support at Morriston hospital to assist with the management of frequent attenders.

The proposed plans for using the Health Board allocation are summarised in section 3.2.1 of the full winter plan.

In recognition of a deteriorating position in the number of patients experiencing a delayed discharge in our hospitals, Welsh Government has also confirmed the allocation of non-recurrent investment of £2.201 million for the West Glamorgan Regional Partnership. This funding comes with the expectation that it will be used to target the 7 themes outlined in Section 3 of this paper, but with a particular focus on reducing delayed discharges that are attributable to capacity constraints within the domiciliary care sector.

Plans to allocate this funding are well underway. However the timescales for confirming the RPB allocation has been extended until 15 November 2018. As such an indicative use of this allocation has been summarised in section 3.2.2 of the full winter plan – which will be subject to final approval by the Regional Partnership Board during November.

5. RECOMMENDATION

The Performance and Finance Committee is asked to note the arrangements being implemented in Swansea Bay UHB to improve system resilience to respond to the anticipated increase in the unscheduled system over the winter months.

Governance and Assurance		
Link to Enabling Objectives <i>(please choose)</i>	Supporting better health and wellbeing by actively promoting and empowering people to live well in resilient communities	
	Partnerships for Improving Health and Wellbeing	<input checked="" type="checkbox"/>
	Co-Production and Health Literacy	<input type="checkbox"/>
	Digitally Enabled Health and Wellbeing	<input type="checkbox"/>
	Deliver better care through excellent health and care services achieving the outcomes that matter most to people	
	Best Value Outcomes and High Quality Care	<input checked="" type="checkbox"/>
	Partnerships for Care	<input checked="" type="checkbox"/>
	Excellent Staff	<input type="checkbox"/>
	Digitally Enabled Care	<input type="checkbox"/>
	Outstanding Research, Innovation, Education and Learning	<input type="checkbox"/>
Health and Care Standards		
<i>(please choose)</i>	Staying Healthy	<input checked="" type="checkbox"/>
	Safe Care	<input checked="" type="checkbox"/>
	Effective Care	<input checked="" type="checkbox"/>
	Dignified Care	<input checked="" type="checkbox"/>
	Timely Care	<input checked="" type="checkbox"/>
	Individual Care	<input checked="" type="checkbox"/>
	Staff and Resources	<input checked="" type="checkbox"/>
Quality, Safety and Patient Experience		
<p>Winter planning is one part of the wider planning process to develop all year round sustainable models of care to improve patient flow and patient experience. However, the winter months present additional challenges, which the wider unscheduled care system needs to plan for, to improve resilience to respond to the anticipated increased pressures over the winter period.</p>		
Financial Implications		
<p>The Health Board has been allocated £1.295 million from WG to support the management of the anticipated winter pressures.</p> <p>HB unscheduled care monies have already been utilised to sustain surge inpatient capacity and unscheduled care service pressures.</p>		
Legal Implications (including equality and diversity assessment)		
<p>There are no legal implications contained within this report. However, specific impact, where relevant, will have been considered within individual reports referenced within this update.</p>		
Staffing Implications		
<p>Anticipated increases in staff resources to support additional capacity over the winter period and to ensure patient and staff safety and wellbeing.</p>		
Report History	<p>Winter plan for 2018/19 – approved by the Performance and Finance Committee in Autumn 2018</p> <p>Winter Plan – Executive Board November 2019</p>	
Appendices	<p>Appendix 1 – Winter plan for 2019/20</p> <p>Appendix 2 – Winter funding 2019/20</p>	