

Title of report: Herefordshire's Better Care Fund (BCF) 2021-22

Meeting: Health and wellbeing board

Meeting date: Monday 6 December 2021

Report by: Senior Commissioning Officer, Adults and Communities

Classification

Open

Decision type

This is not an executive decision

Wards affected

(All Wards);

Purpose

To approve Herefordshire's Better Care Fund (BCF) plan 2021-22.

The BCF is a national programme across both local government and the NHS which seeks to join-up health and care services, so that people can manage their own health and wellbeing, and live independently in their communities for as long as possible. In summary, the report identifies the following points:

- the key national conditions and national metrics for the BCF remain consistent from previous plans;
- Herefordshire partners remain committed to working together to deliver a local system 'where strong communities encourage individual citizens to live healthy lives and offer support when this is required for them to maintain their independence, with sustainable, aligned health and care services for local people';
- The council and Herefordshire and Worcestershire Clinical Commissioning Group (HWCCG) continue to work together to deliver on the key priorities within the plan to achieve service redesign and improve the delivery of service in order to achieve the priorities of the health and wellbeing strategy in the most cost effective way;
- Herefordshire's BCF plan 2021-22 details the local approach to integration, plans to achieve metrics and plans for ongoing implementation of the High Impact Change Model (HICM) for managing transfers of care. The plan is intended to move our health and social care system to a new service model in which patients get more options, better support and properly joined up

care at the right time in the optimal care setting will support communities to remain within their own homes and reduce the need for hospitalisation and long-term care.

An Executive Summary is available at **appendix 1** providing an overview of the plan.

Recommendation(s)

That:

- a) **the Herefordshire Better Care Fund narrative plan and planning template 2021-22 at appendix 2 be approved.**

Alternative options

1. The board could decline to approve the submission. Although, in accordance with national deadlines, the content of the plan has already been submitted, the board may request changes prior to formally approving the plan on the basis of improving alignment with strategic plans and priorities or to provide further efficiencies. It is a national condition that the plan is approved by the Health and Wellbeing Board (HWB). If it is not approved then the national BCF escalation process, as detailed within the planning requirements (**appendix 3**), will be implemented to support and ensure compliance.

Key considerations

2. Partners throughout the Health and Social Care system in Herefordshire continue to be committed to working together to deliver a local system “where strong communities encourage individual citizens to live healthy lives and offer support when this is required for them to maintain their independence, with sustainable, aligned health and care services for local people”.
3. The BCF provides a mechanism for joint health, housing and social care planning and commissioning. It brings together ring-fenced budgets from HWCCG allocations, and funding paid directly to local government, including the Disabled Facilities Grant (DFG), the improved Better Care Fund (iBCF).
4. The BCF in 2021-22 will continue to provide a mechanism for personalised, integrated approaches to health and care that support people to remain independent at home or to return to independence after an episode in hospital.
5. The BCF plan is the health and social care strategic and delivery plan for Herefordshire and is therefore fully aligned with the joint local vision for the county. The BCF plan is also aligned to a number of other key plans including the Herefordshire Public Health plan, the County Plan, Health and Wellbeing Strategy, Talk Community Plan and the NHS Long Term Plan.
6. The Department of Health and Social Care published the 2021-22 Better Care Fund Policy Framework on 19 August 2021. The framework sets out the national conditions, metrics and funding arrangements for the Better Care Fund (BCF) in 2021-22.
7. The BCF Planning Requirements were published on 30 September 2021 and sets out national conditions which are the key requirements for the Better Care Fund plan 2021-22, these are:
 - a) That a **jointly agreed BCF plan**, between local health and social care commissioners must be signed off by the Health and Wellbeing Board (HWB), and by the constituent council and clinical commissioning group (CCG);

- b) A demonstration of how the area will **maintain the level of spending on social care services** from the CCG minimum contribution in line with the uplift to the CCG's minimum contribution.
- c) That a specific proportion of the area's allocation is invested in **NHS commissioned out of hospital services**, which may include seven day services and adult social care; and
- d) That a clear plan on **managing transfers of care**, with an agreed approach to support safe and timely discharge, including ongoing arrangements to embed a home first approach is in place.

8. The BCF policy framework (**appendix 4**) sets out the national metrics for the BCF 2021-22, as follows:

Avoidable admissions to hospital	Unplanned admissions for chronic ambulatory care sensitive conditions
Admissions to residential and care homes	Annual rate of older people whose long term support needs are best met by admission to residential and nursing care homes
Effectiveness of reablement	People over 65 still at home 91 days after discharge from hospital with reablement
Length of stay	Reducing length of stay in hospital, measured through the percentage of hospital inpatients who have been in hospital for longer than 14 and 21 days or more
Discharge destination	Improving the proportion of people discharged home using data on discharge to their usual place of residence

- 9. Herefordshire's BCF submission, at appendix 2, details the local approach to integration, plans to achieve metrics and plans for ongoing implementation of the HICM for managing transfers of care. The changes between the previous plan and the 2021-22 plan are minimal. Partners across the system are continuing to work together towards their shared vision.
- 10. As per the requirements for the national programme, this was submitted by the national deadline of 16 November 2021. A regional assurance process will be undertaken by 7 December 2021 and approval letters should be received week commencing 11 January 2022.
- 11. At a strategic level, the BCF plan intends to support the One Herefordshire Partnership. For operational health and social care Herefordshire is divided into four localities co-terminus with four primary care networks and the fifth locality made up of two primary care networks. Community social work teams are organised to mirror the locality structure.
- 12. Herefordshire's approach to integrating care around the person includes the Talk Community programme. This is a partnership approach, led by the council, which links three fundamental elements to promote and maximise independence and wellbeing within Herefordshire's communities. Talk Community focuses on the people that make up our communities; the place and space, which those communities occupy; and the economy in which those communities work. At the heart of Talk Community is an ambition for innovation to make independence and wellbeing for Herefordshire citizens inevitable.

13. In addition to the prevention and areas identified above, the Herefordshire health and care system are committed to delivering and embedding key integrated areas that have been described in previous plans. These include:
 - Urgent care investment
 - Trusted assessor model for care homes
 - Investment and delivery of a D2A model for pathway two and three
 - Increasing and aligning community health and care capacity that supports early discharge and prevents (where possible) admissions to hospital, further investment from 2021-22 BCF will be invested in this part of the system to increase capacity further.
14. The existing governance arrangements for the BCF will remain in place for 2021-22, where the HWB is responsible for agreeing the BCF plan and for overseeing delivery through quarterly reports. The BCF plan and the programmes of integration work that are within the BCF and plan are reported to a number of council, system and CCG boards.

Community impact

15. The BCF plan is set within the context of the national programme of transformation and integration of health and social care. The council and HWCCG continue to work together to deliver on the key priorities within the plan to achieve savings and improve the delivery of service in order to achieve the priorities of the health and wellbeing strategy in the most cost effective way.
16. The BCF plan is aligned and integral to delivering the NHS Long Term Plan by providing services at a locality level and supporting the council's corporate objective to 'enable residents to live safe, healthy and independent lives.'
17. The plans are intended to move our health and social care system to a new service model in which patients get more options, better support and properly joined up care at the right time in the optimal care setting will support communities to remain within their own homes and reduce the need for hospitalisation and long-term care. This will support our objectives of building community resilience and tackling health inequalities.
18. The BCF plan is a critical component of One Herefordshire, and financially supports many of the integration services and redesign.
19. It will support One Herefordshire partners in improving wider wellbeing and population outcomes, as well as addressing their statutory duties around health inequalities. Citizens have the right to expect their NHS to assess the health requirements of their community and to commission and put in place the services to meet those needs as considered necessary, and in the case of public health services commissioned by local authorities, to take steps to improve the health of the local community.

Environmental Impact

20. Herefordshire Council provides and purchases a wide range of services for the people of Herefordshire. Together with partner organisations in the private, public and voluntary sectors we share a strong commitment to improving our environmental sustainability, achieving carbon neutrality and to protect and enhance Herefordshire's outstanding natural environment.
21. Whilst this is a decision on back office functions and will have minimal environmental impacts, consideration has been made to minimise waste and resource use in line with the Council's Environmental Policy.

Equality duty

22. Under section 149 of the Equality Act 2010, the ‘general duty’ on public authorities is set out as follows:

A public authority must, in the exercise of its functions, have due regard to the need to –

- a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- d) The council and HWCCG are committed to equality and diversity using the public sector equality duty (Equality Act 2010) to eliminate unlawful discrimination, advance equality of opportunity and foster good relations. All equality considerations are taken into account. It is not envisaged that the recommendations in this report will negatively disadvantage the following nine groups with protected characteristics: age, disability, gender, reassignment, marriage and civil partnerships, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- e) The BCF programme aims to deliver better outcomes for older and disabled people and supports the council in proactively delivering its equality duty under the act. This is through improving the health and wellbeing of people in Herefordshire by enabling them to take greater control over their own homes and communities. There are no negative impacts for looked after children or with respect to the council’s corporate parenting role.
- f) Where appropriate, an Equality Impact Assessment (EIA) is undertaken for separate schemes and services that are within the BCF. Where large changes are planned via the BCF, an EIA will be completed.

Resource implications

23. Herefordshire’s minimum fund contributions and additional contributions from each partner for 2021-22 are summarised below:

Herefordshire Section 75 Agreement Financial Plan Summary	
Pool 1- Minimum Mandatory Contributions	2021/22
	£
Planned Social Care Expenditure	£6,157,684.43
NHS Commissioned Out of Hospital Care	£8,164,199.70
Total Minimum Mandatory Contribution from CCG	£14,321,884.13
Disabled Facilities Grant (Capital)	£2,268,653.00
Total Pool 1	£16,590,537.13
Pool 2– Additional Voluntary Contributions	2021/22
	£
Herefordshire CCG Care Home Package Costs	£0.00
Herefordshire Council Care Home Package Costs	£0.00
Total Pool 2	£0.00

Pool 3- Improved Better Care Fund	2021/22
	£
IBCF Grant	£6,583,421.00
Total Pool 3	£6,583,421.00
Pool 4- Winter Pressures Funding	2021/22
	£
Winter Pressures Grant	£0.00
Total Pool 4	£0.00
Total Better Care Fund	£23,173,958.13
Pool 5- Children's Services	2021/22
	£
Children's Services- CCG Contribution	£857,216.67
Children's Services- Council Contribution	£4,630,185.92
Total Pool 5	£5,487,402.58
Pool 6- Integrated Community Equipment Store	2021/22
	£
ICES- CCG Contribution	£904,000.00
ICES- Council Contribution	£700,829.00
Total Pool 6	£1,604,829.00

24. The Herefordshire BCF plan 2021-22 maintains the key schemes identified in the 2017-19 submission. These include the integrated community equipment store, falls first response service, Home First service, Hospital at Home, brokerage, support for carers and discharge to assess.
25. The Disabled Facilities Grant (DFG) is a mandatory grant provided under the Housing Grants, Construction and Regeneration Act 1996. A clear DFG spending plan is in place, as instructed by BCF requirements.
26. Grant conditions for IBCF also require that the council pool the grant funding into the local BCF and report as required. Sufficient non-financial resources are also in place to deliver the proposed plan. Since 2020-21, funding that was previously paid as a separate grant for managing winter pressures has been included as part of the IBCF grant, but is not ringfenced for use in winter.
27. Where any procurement activities arise from the plan they will be procured in line with the council's contract procedure rules.

Legal implications

28. The Care Act 2014 amended the NHS Act 2006 to provide the legislative basis for the Better Care Fund, which brings together health and social care funding. It allows for the Mandate to NHS England to include specific requirements to instruct NHS England over the BCF, and NHS England to direct Clinical Commissioning Groups to pool the necessary funding. The council is legally obliged to comply with grant conditions, which have been complied with.
29. The agreed budget will be managed through a section 75 agreement between the council and the HWCCG, which is currently in place until 31 March 2022.

30. Section 75 of the National Health Service Act 2006 contains powers enabling NHS bodies (as defined in section 275 and 276 of the NHS Act 2006) to exercise certain local authority functions and for local authorities to exercise various NHS functions. The parties entered into a section 75 agreement in exercise of those powers under and pursuant of the NHS Regulations 2000.
31. The iBCF is paid directly to the council via a Section 31 grant from the Department of Levelling Up, Housing and Communities (DLUHC). The Government has attached a set of conditions to the Section 31 grant to ensure it is included in the BCF at local level and will be spent on adult social care. The council are legally obliged to comply with the grant conditions set.

Risk management

32. A risk register, specific to the BCF plan 2021-22, is being developed. Risks are also identified and managed through the adults and communities directorate risk register. Key risks are detailed below:

Risk / opportunity	Mitigation
Failure to agree a joint plan and meet the national conditions	Plan has been developed in partnership. Delivery and progress to be monitored on an ongoing basis.
Fail regional assurance process	The council and HWCCG have worked through the national guidance and requirements to ensure a robust response and that a comprehensive and detailed plan is submitted.
Schemes that have investment do not achieve the desired outcomes and impact planned	Implementation milestones and clear outcomes have been agreed for each scheme, the delivery of which will be monitored on a regular basis.
Increasing demand due to the demography of expected older age population could outstrip the improvements made.	A number of the schemes support both prevention and the urgent care parts of the system to spread the risk. In addition, the council is leading development with communities and implemented strengths based assessments to reduce demand where possible.
Failure to achieve national metric ambitions	A robust process for monitoring activity on a monthly basis is in place and will be monitored through the joint strategic commissioning partnership group.

Consultees

33. The director for adults and communities confirmed the content of the BCF plan 2021-22 on behalf of the HWB prior to the national deadline of 16 November 2021, following consultation with the chairperson of the HWB, and with the agreement of the Herefordshire Council Chief Executive

and the accountable officer at the HWCCG. Views were sought from key stakeholders from across the health and social care system prior to submission.

Appendices

Appendix 1 – Executive summary

Appendix 2 – Herefordshire’s BCF narrative plan and planning template 2021-22

Appendix 3 – Better Care fund planning requirements 2021-22

Appendix 4 – 2021-2022 Better Care Fund policy framework

Background papers

None

Report Reviewers Used for appraising this report:

Governance	Sarah Buffrey	Date 16/11/2021
Finance	Kim Wratten	Date 17/11/2021
Legal	Kate Coughtrie	Date 17/11/2021
Communications	Luenne Featherstone	Date 17/11/2021
Equality Duty	Carol Trachonitis	Date 19/11/2021
Procurement	Mark Cage	Date 18/11/2021
Risk	Paul Harris	Date 19/11/2021

Approved by	Paul Smith	Date 19/11/2021
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Glossary

BCF	Better Care Fund
iBCF	Improved Better Care Fund
HWCCG	Herefordshire & Worcestershire Clinical Commissioning Group
HICM	High Impact Change Model
HWB	Health and Wellbeing Board
DFG	Disabled Facilities Grant
D2A	Discharge to Assess
DLUHC	Department of Levelling Up, Housing and Communities