

Title of report: Herefordshire's Better Care Fund (BCF) Integration plan 2023-25

Meeting: Health and Wellbeing Board

Meeting date: Monday 25 September 2023

Report by: Integrated Systems Lead

Classification

Decision type

This is not an executive decision

Wards affected

Purpose

To update Health and Wellbeing Board members on Herefordshire's Better Care Fund (BCF) Integration Plan 2023-25 and seek formal Health and Wellbeing Board approval.

Recommendation(s)

That:

- a) **The Herefordshire Better Care Fund 2023-25 narrative plan (Appendix 1), planning template (Appendix 2) and the ICB Discharge template (Appendix 3) be approved; and**
- b) **the ongoing work to support integrated health and care provision that is funded via the BCF is noted by the board.**

Alternative options

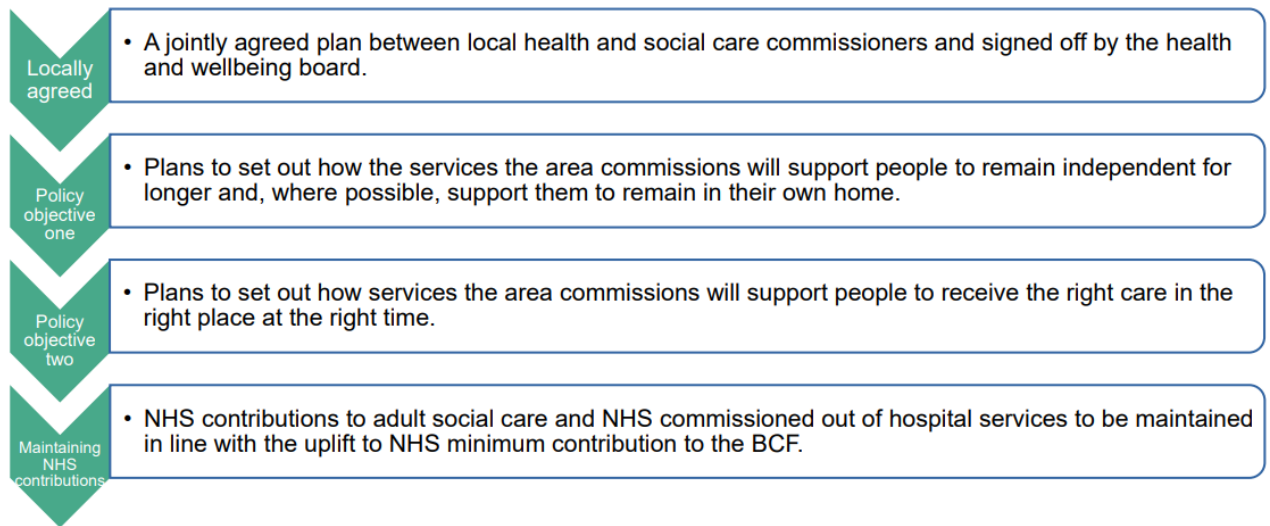
1. The board could decline to approve the submission. It is a national condition that the plan is approved by the Health and Wellbeing Board (HWBB). If it is not approved then the national BCF escalation process, as detailed within the planning requirements, will be implemented to support and ensure compliance.

Key considerations

1. 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.
2. The Department of Health and Social Care (DHSC) and the Department for Levelling Up, Housing and Communities (DLUHC) published the policy framework for the implementation of the Better Care Fund 2023-25 in April 2023. Better Care Fund (BCF) plans are required to be submitted by 28 June 2023.
3. The Better Care Fund (BCF) requires integrated care boards (ICBs) and local government to agree a joint plan, owned by the health and wellbeing board (HWBB), and governed by an agreement under section 75 of the NHS Act (2006).
4. As per the requirements for the national programme, this plan will be submitted on the national deadline of 28 June 2023, following approval from the board. BCF planning requirements were published 5 April 2023. A scrutiny process will then be undertaken from 28 June – 28 July 2023 and approval letters should be received week commencing 3 September 2023, after which the council and ICB will need to revise the s75 agreement.
5. The BCF provides a mechanism for joint health, housing, and social care planning and commissioning. The Better Care Fund is made up of several funding streams: the NHS minimum contribution, Improved Better Care Fund grant (iBCF), Disabled Facilities Grant (DFG) and Adult Social Care Discharge Fund.
6. The plans should reflect local health and care priorities and must be jointly agreed by integrated care boards (ICBs) and local authorities with involvement of local partners. Each of the grants that make up the pooled fund are ring-fenced to adult social care and community health services. The partners have agreed a risk-share arrangement for any under or over spending in each pool of the Better Care Fund.
7. The BCF Plan is a two year plan covering the period 1 April 2023 to 31 March 2025 for meeting national conditions and objectives, a two year spending plan (with funding allocations provisional for the second year for some aspects of the plan), and a one year plan for key performance metrics and capacity & demand plans, with a refresh of those plans required for 2024/25.
8. The BCF in 2023-25 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.
9. 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, Integrated Care Strategy and the NHS Long Term Plan.
10. For 2023/25 submissions consist of:
 - i BCF narrative plan (**Appendix 1**);
 - ii BCF planning template including planned expenditure, confirmation that national conditions are met, ambitions for national metrics and additional contributions to BCF section 75 agreements. (**Appendix 2**);

- iii ICB Discharge Funding 2023-24 and 2024-25 template, showing the ICB to HWB funding allocation to support discharge from hospital. (**Appendix 3**)

11. The Better Care Fund planning requirements (**Appendix 4**) indicates the national conditions that BCF plans must meet:



12. The BCF has two key objectives for 2023-2025.

Objective 1: to enable people to stay well, safe and independent at home for longer.

Objective 2: to provide people with the right care, at the right place, at the right time.

13. The BCF policy framework sets out the national metrics for the BCF 2023-24, as follows:

Admissions to residential / nursing care homes	Older adults whose long-term care needs are met by admission to residential or nursing care per 100,000 population
Avoidable admissions to hospital	Unplanned admissions for chronic ambulatory care sensitive conditions
Falls	Emergency Hospital Admissions due to falls in people over 65.
Discharge to usual place of residence	Improving the proportion of people discharged home, based on data on discharge to their usual place of residence
Reablement/Rehabilitation	Proportion of older people (65 and over) who were still at home 91 days after discharge from hospital into reablement/rehabilitation services.

14. This year, a greater level of detail is required within the planning templates compared with previous plans. Capacity and demand planning for intermediate care has been integrated into the main BCF programme for local areas to demonstrate that they have assessed the capacity and demand for intermediate care, especially in the context of capacity to facilitate hospital discharge. Within the narrative planning, areas must set out progress in the implementation of the High Impact Change Model for managing transfers of care. This has been integral to meeting

BCF requirements around supporting discharge and guidance on hospital discharge and community support since 2017.

15. The governance arrangements for the BCF will change for 2023-25. HWBB remains ultimately responsible for agreeing the BCF plan and for overseeing delivery through quarterly reports.
16. Herefordshire & Worcestershire NHS ICB and Herefordshire Council retain statutory responsibility for the pooled services through an agreement under section 75 of the NHS Act (2006).
17. The Herefordshire integrated care partnership (One Herefordshire Partnership) has agreed a memorandum of understanding with Herefordshire and Worcestershire ICB (HWICB) that will see responsibility for BCF planning and performance management delegated to the partnership.
18. Oversight of programme delivery will be by monthly reports to the integrated care executive (ICE) meeting with highlight reports to One Herefordshire Partnership Board.
19. The BCF plan and the performance of programmes of integration work will be reported quarterly to the ICB's Strategic Commissioning Committee and the Council's Commissioning Programme Board.

Community impact

14. The BCF plan is set within the context of the national programme of transformation and integration of health and social care. The council and HWICB continue to work together to deliver on the key priorities within the plan to achieve savings and improve the delivery of services in order to achieve the priorities of the health and wellbeing strategy in the most cost effective way.
15. Talk Community brings together community, third sector and statutory services to connect with peers and share ideas and experiences within the local Primary Care Network (PCN) areas; working with communities to identify and address issues that affect them, increase sustainability of communities by facilitating the development of partnerships and collaborative approaches and helping identify any gaps in provision.

Environmental Impact

16. 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.
17. Whilst this is a decision on programme delivery 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

18. 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.
19. The council and HWICB 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.
 20. 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. An Equality Impact Assessment (EIA) has been completed.
 21. 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.
 22. The public sector equality duty (specific duty) requires us to consider how we can positively contribute to the advancement of equality and good relations, and demonstrate that we are paying 'due regard' in our decision making in the design of policies and in the delivery of services. The Sustainability and Transformation Partnership (STP) is developing a more joined up approach to its equality duties, and has an STP equality work stream which is developing a robust and uniform approach to equality impact assessment across Herefordshire and Worcestershire which the BCF will be included.
 23. 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

16. Each element of the Better Care Fund is funded by allocations from DHSC or DLUHC. The Better Care Fund plan for 2023-25 includes no additional voluntary contributions from the core funding of either partner.
17. The National Health Service (Expenditure on Service Integration) Directions 2023 under section 223B of the NHS Act ring-fences £5.059 billion nationally to form the NHS mandatory contribution to the BCF for 2023-24. That figure includes £300 million additional funding for discharge allocated to ICBs. Under section 223B of the NHS Act 2006 NHS England directs ICBs to pool their allocations into the BCF in line with the planning requirements. This condition is met in the BCF plan.
18. The Disabled Facilities Grant (DFG) is a grant made directly to local authorities by DLUHC under section 31 of the Local Government Act 2003. A clear DFG spending plan is in place, as instructed by BCF requirements.
19. The Improved Better Care Fund is a grant made directly to local authorities by DLUHC under section 31 of the Local Government Act 2003. Grant conditions for iBCF require that the council

pool the grant funding into the local BCF; that the funding is not offset against the NHS minimum contribution to social care; and that sufficient non-financial resources are also in place to deliver the proposed plan. The iBCF grant conditions are met by the BCF plan.

20. The Adult Social Care Discharge Fund is a grant made directly to local authorities by DLUHC under section 31 of the Local Government Act 2003. The grant conditions require that the funding is pooled in the BCF, used, in conjunction with wider funding (including relevant BCF investment) to build additional adult social care and community-based reablement capacity to reduce hospital discharge delays and deployed to support the principles of 'Discharge to Assess' (D2A). The conditions of the grant are met by the BCF plan.
21. The Herefordshire BCF plan 2023-25 maintains the key schemes identified in the 2022-23 submission. These include operational social work, NHS community services, Talk Community, Home First, brokerage, support for carers, discharge to assess, trusted assessors and falls response and prevention.
22. Herefordshire Better Care Fund Financial Summary 2023-24

Minimum Mandatory Contribution from the NHS	2022/23 £	2023/24 £	Change Between Years
Planned Social Care Expenditure	6,505,974	6,874,212	5.66%
NHS Commissioned Out of Hospital Care	8,625,984	9,114,215	5.66%
NHS Minimum Mandatory Contribution from NHS	15,131,959	15,988,427	5.66%
Disabled Facilities Grant (Capital)	2,268,653	2,268,653	0.00%
Total Minimum Mandatory Contribution	17,400,612	18,257,080	4.92%
Improved Better Care Fund	2022/23 £	2023/24 £	Change Between Years
iBCF Grant	6,782,841	6,782,841	0.00%
Total Improved Better Care Fund	6,782,841	6,782,841	0.00%
Adult Social Care Discharge Fund	2022/23 £	2023/24 £	Change Between Years
ICB Allocation	557,967	1,047,772*	87.78%
Council Allocation	733,845	950,944	29.58%
Total Adult Social Care Discharge Fund	1,291,812	1,998,716	55%
Total Better Care Fund	25,475,265	27,038,637	6.14%

*ICB allocation for ASC Discharge Fund is on the basis of ICB footprint (i.e. one allocation for Herefordshire and Worcestershire). How that allocation is divided between the two counties is for local determination.

HWICB total allocation is £2.069 million. £1.048 million is Herefordshire's share of the allocation as notified by HWICB.

23. A detailed spending plan is included in the expenditure plan tab of the BCF planning template.

24. Where any procurement activities arise from the plan they will be procured in line with the contract procedure rules of the lead commissioner.

Legal implications

25. The Care Act 2014 amended the NHS Act 2006 to provide the legislative basis for the BCF. It allows for the Mandate to NHS England to include specific requirements to instruct NHS England over the BCF, and NHS England to direct Integrated Care Boards to pool the necessary funding. The council is legally obliged to comply with grant conditions, which have been complied with.
26. Health and wellbeing boards are responsible for encouraging integrated working between health and social care commissioners, including partnership arrangements such as pooled budgets, lead commissioning and integrated provision.
27. Their purpose is to establish collaborative decision making, planning and commissioning across councils and the NHS, informed by the views of patients, people who use services and other partners.
28. Overseeing the deployment of BCF resources locally is a key part of their remit. BCF plans have to be signed off by the health and wellbeing board as well as the HWICB, which represents the NHS side of the equation
29. 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.
30. 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

31. Monitoring the delivery of the Herefordshire BCF Plan is undertaken by the council and HWICB. The Integrated Systems Lead monitors any risks, which are managed through the community and wellbeing directorate risk register where necessary.
32. A review of performance and investment will be undertaken throughout 2023 under the new arrangements and development of a Herefordshire Memorandum of Understanding (MOU) between the One Herefordshire Partnership and HWICB. The MOU aims to set out keys areas of work including BCF.
33. The One Herefordshire Integrated Care Executive (ICE) will undertake scrutiny of performance monitoring of BCF by:
 - Building consensus between partners and setting objectives beyond the nationally determined outcomes as part of the annual planning of the Better Care Fund, including the BCF Plan.
 - Development and implementation of new and/or revised services or care pathways.
 - Monitoring, delivery and reporting of performance and outcomes.

- Budget management and ensuring spending lives within the resources allocated, identifying remedial actions where spending is off trajectory.

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/national assurance process	The council and HWICB have worked through the national guidance and requirements to ensure a robust response and a comprehensive, detailed plan is submitted.
Failure to achieve national metric ambitions	A robust process form monitoring activity on a monthly basis is in place and will be monitored through ICE.
Overspending, particularly on discharge capacity	The council and HWICB are working with One Herefordshire Partnership to revise and improve the service model for Discharge to Assess to be recurrently sustainable.

Consultees

34. Views were sought from key stakeholders from across the health and social care system prior to submission. These views have generally reinforced the commitment to integrated working across the local system and the importance of continued funding of core essential services in social care and community health which support that integration and deliver best outcomes for local people.

Appendices

- Appendix 1 – Herefordshire’s BCF narrative plan 2023-25
- Appendix 2 – BCF planning template (planned expenditure)
- Appendix 3 – ICB Discharge Funding Template
- Appendix 4 – Better Care fund planning requirements 2023-25

Background papers

None identified

	Glossary of terms, abbreviations and acronyms
BCF	Better Care Fund
iBCF	Improved Better Care Fund
HWICB	Herefordshire & Worcestershire Integrated Care Board
HICM	High Impact Change Model
HWBB	Health and Wellbeing Board
DFG	Disabled Facilities Grant
D2A	Discharge to Assess
DHSC	Department of Health and Social Care
DLUHC	Department of Levelling Up, Housing and Communities
1HP	One Herefordshire Partnership
ICE	Integrated Care Executive
STP	The Sustainability and Transformation Partnership
PCN	Primary Care Network
EIA	Equality Impact Assessment