



## Bristol Health & Wellbeing Board

### Better Care Fund planning and Governance update

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Report for Information and Decision	

#### 1. Purpose of this Paper

This paper is to inform the Health and Wellbeing Board of the key changes within the Better Care Fund Planning Framework for 2017/19 and to detail the amended governance for monitoring the Better Care Programme in Bristol.

The purpose of this paper is to ensure that the HWB notes and considers:

##### Policy Framework

- **For information** - the changes to the Better Care Fund Policy Framework
- **For information** - the additional grant to be included in the BCF
- **For Approval** - the principle of a BNSSG narrative plan.

##### Revised Governance

- **For Approval** - the revised governance structure for monitoring Bristol's Better Care programme

## **2. Executive Summary**

### **Better Care Policy Framework update – Page 3**

Nationally, the £5.3bn Better Care Fund was announced by the Government in June 2013, to ensure a transformational change in integrated health and social care. The Better Care Fund (BCF) has been described as “one of the most ambitious ever programmes across the NHS and Local Government. It creates a local single pooled budget to incentivise the NHS and Local Authorities to work more closely together around people, placing their well-being as the focus of health and care services.”

The BCF is a critical part of the NHS operational plans, strategic plans and local government planning. Previously in Bristol the fund was circa £41.7m with the majority of the money coming from existing sources within Bristol CCG and Bristol City Council (BCC).

Each year, the CCG and BCC are required to jointly submit BCF plans to NHS England. These plans set out our targets, advise how the money is to be spent and are formally agreed through the HWB. Although the BCF policy framework, outlining the key changes was released in March 2017, the BCF planning templates have not yet been released.

### **Revised governance for Bristol’s Better Care Programme – Page 6**

The Better Care Fund was created to transform local services and drive the integration of health and social care. The initiative tasked organisations to work together in a different way and consider how together they could allocate resources and finances to improve care for their residents.

The internal governance arrangements of the Better Care Fund were left for each Clinical Commissioning Group (CCG) and Local Authority to jointly agree, and vary across the country. In Bristol the Better Care Programmes governance arrangements have changed over time as the programme has become more established.

With increasing pressures across the system and with the introduction of the Sustainability Transformation Plan (STP) the Better Care Team were asked to review the programmes current governance and reporting arrangements and propose how best to streamline the process.

The amended governance arrangements were presented and agreed by the Better Care Commissioning Board on 16<sup>th</sup> February 2017. At which time the board advised that the new governance should be presented to the Health and Wellbeing Board for formal agreement.

### **3. Better Care Policy Framework update**

#### **Existing arrangements:**

The focus for the Better Care Fund (BCF) remains to be the following;

- Achieving the targets for the national Better Care metrics
- To achieve and demonstrate working towards the BCF National Conditions

#### **New arrangements:**

- The Better Care plans will be a two year plan
- There is a reduction in the number of National Conditions, with a new condition being introduced for Managing transfers of Care
- Only national metrics will be reported to NHS England (NHSE), however local areas can still monitor local metrics
- New grant for adult social care (Improved Better Care Fund – iBCF) to be included in the BCF

These are covered in more detail below.

#### **National BCF Conditions 2017/19**

The National Conditions to be achieved are;

#### **Existing conditions**

- Plans to be jointly agreed
- NHS contribution to adult social care is maintained in line with inflation
- Agreement to invest in NHS commissioned out-of-hospital services

#### **New condition**

- Managing Transfers of Care

The reduction in the number of National Conditions from eight to four is to reflect the wider changes in the national policy.

In line with the introduction of the Managing Transfers of Care National Condition, further supporting information has been released on the expectations of local areas to implement the High Impact Change Model (**Appendix 1**) this is to support system-wide improvements in transfers of care.

Local areas are encouraged to continue working towards the previous National Conditions, as they are seen to be critical enablers for integration and should feature within the local Better Care plans. The previous National Conditions are;

- Agreement for the delivery of 7-day services across health and social care
- Better data sharing between health and social care, based on the NHS number
- Ensure a joint approach to assessments and care planning
- Agreement on the consequential impact of changes on the providers
- Agreement on a local target for Delayed Transfers of Care (DTC) and develop a joint local action plan

### **Metrics in 2017/19**

Local areas will no longer be required to report the performance of their local metrics, although they can be included in the Better Care plans and monitored through the assurance process. The national metrics are;

- Delayed transfers of care
- Non-elective admissions (General and Acute)
- Admissions to residential and care homes
- Effectiveness of reablement

### **New Grant for Adult Social Care – iBCF**

In 2015 the Government's Spending Review announced new money for the Better Care Fund. This additional money has been badged as the Improved Better Care Fund (iBCF). In Bristol the iBCF allocation for 2017/18 is £8,712,302, decreasing to £5,761,433 in 2018/19.

The new iBCF grant will be paid directly to local authorities via a Section 31 grant from the Department for Communities and Local Government (DCLG). The Government has attached a set of conditions to the grant which are listed below:

- Grant paid to a local authority under this determination may be used only for the purposes of meeting adult social care needs; reducing pressures on the NHS, including supporting more people to be discharged from hospital when they are ready; and ensuring that the local social care provider market is supported.
- A recipient local authority must:
  - Pool the grant funding into the local BCF, unless an area has written Ministerial exemption;
  - Work with the relevant Clinical Commissioning Group and providers to meet National Condition 4 (Managing Transfers of Care) in the Integration and Better Care Fund Policy Framework and Planning Requirements 2017-19; and
  - Provide quarterly reports as required by the Secretary of State.

- The Government has made clear that part of this funding is intended to enable local authorities to quickly provide stability and extra capacity in local care systems. Local authorities are therefore able to spend the grant, including to commission care, subject to the conditions set out in the grant determination, as soon as plans have been locally agreed with Clinical Commissioning Groups involved in agreeing the Better Care Fund Plan.
- The authority must maintain a sound system of internal financial controls.
- If the authority has any grounds for suspecting financial irregularity in the use of any grant paid under this funding agreement, it must notify the Department immediately, explain what steps are being taken to investigate the suspicion and keep the Department informed about the progress of the investigation. For these purposes “financial irregularity” includes fraud or other impropriety, mismanagement and use of grant for purposes other than those for which it was provided.
- Breach of conditions – If an authority fails to comply with any of these conditions, the Secretary of State may reduce, suspend or withhold grant payments or require the repayment of the whole or any part of the grant monies paid, as may be determined by the Secretary of State and notified in writing to the authority. Such sum as has been notified will immediately become repayable to the Secretary of State who may set off the sum against any future amount due to the authority from the Government.

In terms of the wider context, the funding is also intended to support councils to continue to focus on core services, including maintaining adult social care services, which could not otherwise be maintained, as well as investing in new services, such as those which support best practice in managing transfers of care.

### **The Assurance and approval of the local Better Care Fund plans**

The assurance process for the approval of the local Better Care plans will take a two stage approach, which remains consistent with previous years. Work has already started in Bristol and a breakdown of the stages is listed below;

#### First stage of the process

- First submissions are assured by regional panels.
- All areas to confirm that agreed spending plans for market capacity and stabilisation from new IBCF element are in place.
- Cross-regional calibration.
- Plans are rated ‘compliant’ ‘on track’ or ‘off track’.
- Moderation will take place at NHS regional level after first stage.

## Second stage

- All second submissions to be approved by Health & Wellbeing Board.
- Assured by regional panels.
- Cross-regional calibration.
- Plans rated 'approved' or 'not approved'.
- If no agreed plan then escalation will commence immediately in order to address issues quickly.

As the release of the planning guidance and templates has been delayed, submission dates have not yet been released; however **Appendix 2** indicates the process of approval for Better Care plans.

Leads from the three CCG's within BNSSG have been meeting to discuss how the Better Care Plans can align; this has identified the possibility for BNSSG to submit one narrative Better Care plan across BNSSG. It's important to note that the plan would address the needs of each area, whilst highlighting themes or work streams that span across BNSSG.

## 4. Revised governance for Bristol's Better Care Programme

The Better Care Fund's reporting arrangements required by NHSE consist of a quarterly submission. Each submission includes:

- An update on the Better Care Fund's expenditure against plan
- An update on the performance against the metrics
- An update on the performance against the national conditions and
- A short narrative on Bristol's successes challenges and concerns.

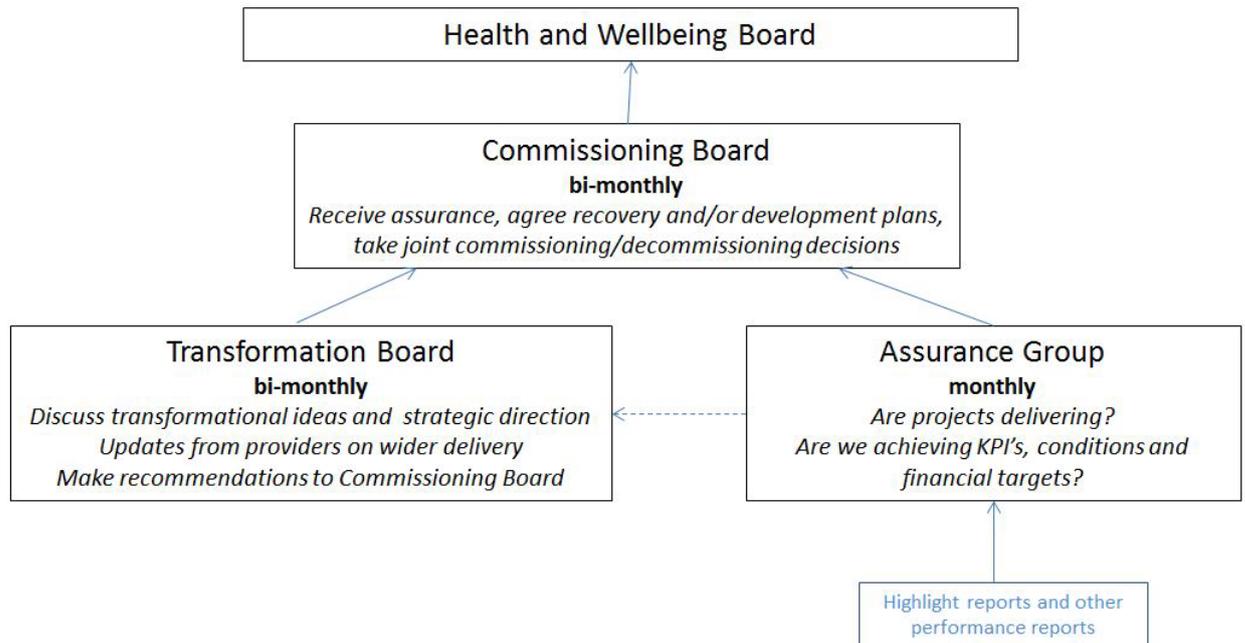
The iBCF will also be required to report quarterly to the Secretary of State, however at this time there is no guidance as to the level of detail required.

NHSE have confirmed that the internal governance arrangements for the 2017/19 Better Care plans are once again for each CCG and Local Authority to agree.

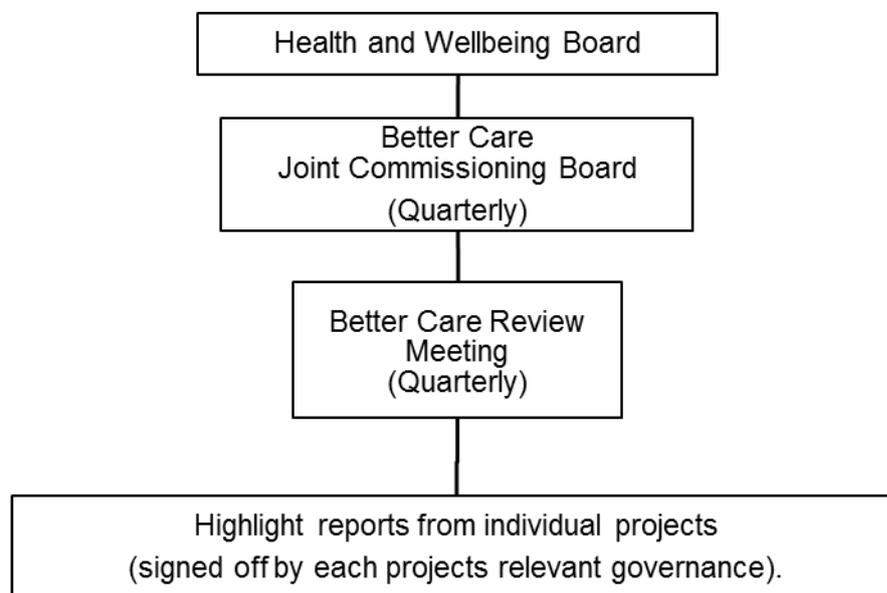
It was felt that the current governance model created duplication as each project funded by Better Care has its own governance arrangements within either Bristol CCG or Bristol City Council. It is within these governance channels that each project is performance managed and more importantly challenged by those who can impact the project and make decisions.

The diagrams below illustrate both the current and revised governance structure for the management of the Better Care Programme. All meetings include both Bristol CCG and Bristol City Council representatives.

## Current Governance Arrangements



## Revised Governance Arrangements



As illustrated the revised governance continues to have the Better Care Joint Commissioning Board feed into the Health and Wellbeing Board.

In the revised governance arrangements the Better Care Joint Commissioning Board will meet quarterly to align with NHSE's quarterly submission dates and the iBCF reporting.

Better Care Bristol Joint Commissioning Board scope and responsibilities will remain the same and the board will continue to provide leadership and strategic direction to develop stronger and deeper integration between health and social care also to enhance joint working, including the pooling of budgets where appropriate.

The Better Care Bristol Joint Commissioning Board will ensure that joint commissioning issues for all adults, including the allocation of available funds and the commissioning and/or decommissioning of joint or aligned services, are handled openly and transparently, with attention being given to the strategic plans of Bristol City Council, Bristol CCG and the Bristol Health & Wellbeing Board.

All projects funded through Better Care will continue to report via its own governance structure. Please refer to **Appendix 3** for more detail on each project's governance arrangements.

Each project funded through the Better Care Fund for 2017/18 and 2018/19 will be required to submit a quarterly highlight report to the Better Care Team. The report will include;

- Key activity during that quarter
- Deliverables for the next quarter,
- Risks and issues and
- KPI/ Metric information.

Outside of the regular reporting arrangements projects will escalate any appropriate issues/risks by exception to the Better Care Team.

The reports will inform the quarterly review meeting between Bristol City Council and Bristol CCG. This meeting will be an opportunity for both partners to align work, review exceptions and challenge. Both the Council and CCG have the opportunity to invite Project Managers to attend these review meetings to report on their individual projects where appropriate.

A finance report will continue to be generated on a monthly basis and discussed at the monthly Better Care Finance Meetings. This meeting is attended by Bristol CCG and Bristol City Council.

The report/meeting will cover:

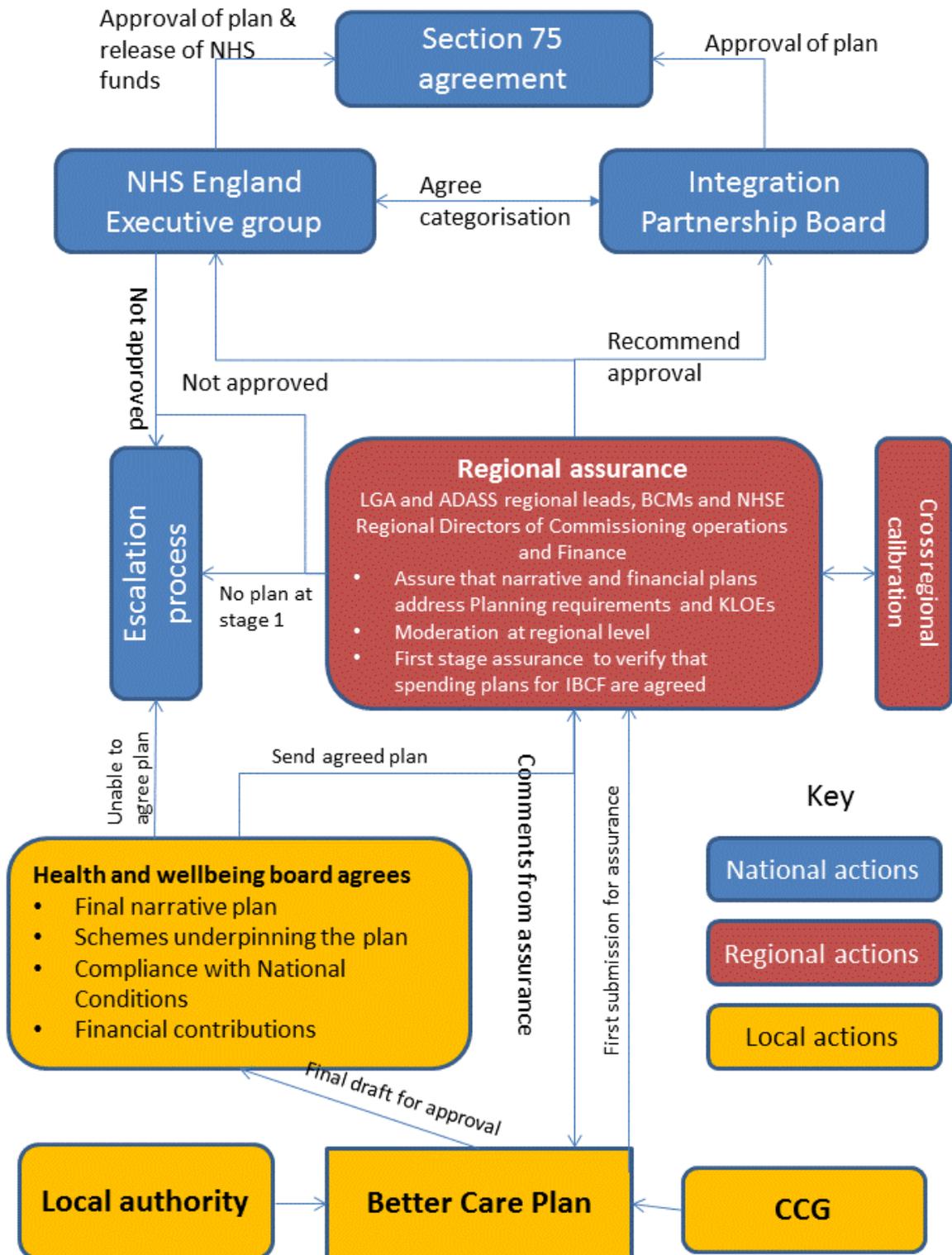
- Better Care Fund Overview
- Budget movements from previous month
- Financial risks
- Recommendations

The finance reports will be circulated to the Better Care Joint Commissioning Board.

## **Summary**

The revised governance arrangements allow for a light touch approach ensuring there is no duplication in reporting whilst meeting the requirements of NHSE.

## Appendix 2



## Appendix 3

### Better Care Fund Bristol

Listed below are the projects funded through the Better Care Fund for 2016/17. This table is to show each project's agreed governance arrangements. In addition to these arrangements, each project will produce a quarterly highlight report to the Better Care Team for review.

BAU – Business as Usual

#### Bristol CCG Projects

Project name	Project reporting arrangements & governance
Community Webs pilot	<p>This pilot is being managed by Bristol Aging Better and Bristol Community Health with the support of a Better Care Project Manager.</p> <p>The learning from this pilot will feed into the Prevention, Early Intervention &amp; Self Care (PEISC) STP work stream.</p>
Integrated Nursing pilot	<p>This pilot is being managed by Bristol Community Health with the support of a Better Care Project Manager.</p> <p>The learning from this pilot will feed into the Integrated Primary and Community Care (IPCC) STP work stream.</p>
BPCAg	<p>This project reports monthly through the CCG's Primary Care Progress, Oversight &amp; Development Group (PC POD), who reports to the Finance, Planning and Performance Committee (FPP).</p>
Care Home Support Team	<p>The team reports monthly to the Bristol CCG Care Home Quality Group which feeds into the BNSSG Enabling Discharge/Frailty Group.</p>
Section 117	<p>Project will report monthly to the CCG Mental Health Commissioning Governance Meeting.</p>
Discharge to Assess	<p>Reports into BNSSG's Enabling Discharge Group which feeds into the A&amp;E Delivery Board</p>
GPSU / GPST	<p>Reports to BNSSG's ED streaming group/Admission Avoidance which feeds into the A&amp;E Delivery Board</p>
Homeless Discharge	<p>Reports into UHB Hospital Flow Working Group which feeds into BNSSG's A&amp;E Delivery Board.</p>
Community Services (BAU)	<p>These are managed via monthly performance reports provided by Bristol Community Health. Exceptions are also managed through the Quality and Governance meeting.</p>

<b>Bristol City Council Projects</b>	
<b>Project name</b>	<b>Project reporting arrangements &amp; governance</b>
Care Act	The Care Act is now reported on through BCC's Adult Social Care Strategic Plan meetings.
7 Day Social Care in ED	Reports monthly into the following meetings as covers both acutes: NBT – System Flow Partnership (South Glos) UHB – Urgent Care Working Group (Bristol) These groups feed into the BNSSG A&E Delivery Board.
Wellbeing Partners (BAU)	This project was funded by a successful bid to South West Health Education England (SW HEE). Quarterly reports are provided to SW HEE and the Better Care team.
Disabled Facilities Grant (BAU)	Bristol City Council (BCC) monthly performance updates through SPAR.net. Report goes to Cabinet Member for Homes, Neighbourhoods, Councillors & Directorate Leadership Team (DLT). An annual update is shared with the People DLT.
Carers (BAU)	Reports to the Carers Strategy Implementation Group (CSIG) and Bristol Carers Voice. Additionally the CCG and LA meet monthly.
Prevention and Maximising Independence (BAU)	Reports to Bristol City Council's Senior Responsible Officer (SRO) meetings for homecare.
Intermediate Care & Reablement Service	Reports to the CCG's Enabling Discharge group and Bristol City Council's Senior Responsible Officer (SRO) Meetings
Community Equipment (BAU)	Bi-monthly BCC Equipment Management Board