

Southend Health & Wellbeing Board

Report of the Director of Commissioning

To
Health & Wellbeing Board

On
6th September 2023

Report prepared by: Jeremy Budd, Director of Commissioning

For information only	x	For discussion		Approval required	
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Better Care Fund

(Southend on Sea Borough Council/ Integrated Care System)

**Better Care Fund 2022-23 update for sign off,
Better Care Fund Joint Narrative Plan 2023-25
and Section 75 agreement 2023-25**

Part 1 (Public Agenda Item)

Purpose

The purpose of this report:

1. To provide members of the Health and Wellbeing Board (HWB) the 2022-23 end of year BCF submission, following sign off from the Chair of HWB to the NHSE BCF National Team on 23rd May 2023
2. To provide members of the Health and Wellbeing Board (HWB), the BCF joint narrative plan 2023 - 2025 submission, made to NHS England on 30th June 2023 following sign off from the Chair of HWB, in conjunction with the Executive Director Adults and Communities, Southend-on-Sea City Council (SCC) and NHS Alliance Director, Mid and South Essex Integrated Care System (ICB).
3. To seek approval of the draft Section 75 Partnership Agreement between Southend on Sea City Council and Mid and South Essex Integrated Care System for the management of the Better Care Fund (BCF) for the period 2023-2025. The document is with the Legal Team to seek approval on the Terms and Conditions of the document. The proposed framework agreement is included in the Appendix to this report.

Recommendation

1. The Board to note and approve the proposed Southend BCF 2022/23 end of year submission.
2. The Board to note and approve the proposed Southend 2023-25 Better Care Fund Joint Narrative Plan.
3. The Board approves the proposed draft Section 75 Partnership Agreement proposal for the management of the Better Care Fund and notes that the schedules to the agreement relating to the Better Care Fund plan for 2023-25. Noting that this document is currently waiting approval on the Terms and Conditions from the Legal Team.

Background

The Better Care Fund (BCF) has been providing a mechanism for joint health, housing, and social care planning, commissioning, and funding for nearly 10 years. It focuses on personalised, integrated approaches to health and care which support people to remain independent at home or to return to independence after an episode in the hospital. It brings together ring-fenced budgets from NHS Integrated Care Board (ICB) allocations and funding paid directly to Local Government, including Disabled Facilities Grant (DFG), Additional Discharge Funding, and the improved Better Care Fund (iBCF).

1. End of Year BCF 2022-23 Submission

The end of year submission focuses on key successes and challenges this year, including a narrative on meeting all BCF metrics.

- All four BCF metrics were on track for meeting targets.

Two key successes and two challenges of this year:

Outline two key successes observed toward driving the enablers for integration (expressed in SCIE's logical model) in 2022-23

Success 1	Joint Commissioning of health and social care	<p>In Supporting People to Live Healthier Lives, Southend-on-Sea City Council (SCC) and partners have taken a collaborative approach to the development of an integrated discharge model, the Southend Enhanced Discharge Service (SEDS).</p> <p>The Southend Enhanced Discharge Service (SEDS) model was developed in partnership with the Mid and South Essex NHS Foundation Trust (MSEFT) and Essex Partnership University NHS Foundation Trust (EPUT) and is jointly funded by SCC and the Mid & South Essex ICB (MSEICB). SEDs is designed to support prompt discharge from hospital, providing appropriate assessment, care and support in the home environment. The service brings together an integrated team of hospital staff, occupational therapists,</p>
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		<p>physiotherapists, social workers, and community workers to collectively support people to recover at home and maintain their independence. Partners retain oversight of the activity and performance of SEDs through a dedicated strategic forum.</p>
Success 2	<p>Strong, system-wide governance and systems leadership</p>	<p>Governance for the BCF Plan sits within the Better Care Fund Management Group, who perform this function on behalf of the Health and Wellbeing Board, and with the authority of the two key partners: Southend City Council and the Mid and South Essex Integrated Care Board.</p> <p>The role of the Southend Better Care Fund Management Group meets informally every month and then formally on a quarterly basis since July 2021. Their main purpose of the group is to oversee the BCF plan and provide;</p> <p>1. Direction</p> <ul style="list-style-type: none"> • Make recommendations to support delivery of the programme (e.g.: changes to the plans, schemes, or budget) • Provide a solution planning forum for barriers to delivery • Approval of project and work-stream proposals and initiatives • Oversee and direct the work of the programme on behalf of SCC and MSEICB. <p>2. Assurance</p> <ul style="list-style-type: none"> • Report on programme activity, including a quarterly report • Manage risks, issues and dependencies • Evaluation of outcomes and associated decisions <p>3. Communication</p> <p>Stakeholder engagement and management including assisting the programme to achieve a high profile within the local area and wider community.</p> <p>4. Sustainability</p> <p>Ensure that there is a sustainable approach beyond the life of the programme, including decommissioning of projects and/or transitioning activity to “business as usual” when funding decreases.</p> <p>The Southend Better Care Fund Management Group meets quarterly, with decisions being made by majority vote.</p> <p>The BCF Group reports to the Southend Health and Wellbeing Board on a regular basis, with the voting members</p>

		of the BCF Group also being on the Health and Wellbeing Board.
Outline two key challenges observed toward driving the enablers for integration (expressed in SCIE's logical model) in 2022-23		
Challenge 1	Local contextual factors (e.g. financial health, funding arrangements, demographics, urban vs rural factors)	<p>There are marked socio-economic and health inequalities between different wards in the borough, which were exacerbated by coronavirus pandemic. As well as the increase in the borough's population, the age profile of Southend is changing, with a growing number of older people, and a significant proportion of population presenting with more complex needs for longer. The impact of austerity on services provided in the community has had a long and lasting impact. SCC has seen unprecedented workforce and retention issues in the care market, as well as in the community and acute sector. Improving health outcomes by addressing and reducing variation within the wider determinants of health (education, housing, employment and income) is a vital and integral part of our system response plans, to meet the needs of the community.</p> <p>The Winter Discharge Fund has provided a welcome opportunity to bolster service provision and enhance the lived experience of residents in Southend. However, the timing and notification of available funding presented a number of challenges which limited the mobilisation of impactful programmes. The provision of additional capacity within the local market and local providers is often predicated on additional workforce and the timeline did not allow sufficiently for this to take place through existing recruitment processes.</p>
Challenge 2	Good quality and sustainable provider market that can meet demand	<p>Throughout 2022-23, SCC have been working closely with care sector partners to support the development and maturity of the local care market. Huge strides have been made in this area which have positively impacted on capacity and demand issues over the winter period. Despite these positive steps, challenges do remain, particularly in terms of residential care. A number of initiatives and incentives have been deployed including investment in provider rates. Our focus is to collectively build stronger relationships with the Care Home market and alternative contracting models i.e., potential for long term block contracts rather than spot purchasing agreements.</p>

2. Better Care Fund National Policy Framework 2023-25

The Better Care Funds are managed locally, and in each Local Authority the Council is legally obliged to submit and agreed BCF plan jointly with their local Integrated Care Board (ICB) which adheres to the national guidance.

There is an annually agreed health minimum contribution to each local authority area. For the current 2023-24 financial year, the contribution for Southend-on-Sea ICS is £15.977m. Southend-on-Sea City Council's contribution for 2023-24 financial year is £10.980m which includes all funding sources shown below.

Better Care Fund Finance and Plans 2023-25

A completed planning template confirms the expenditure plan, Capacity, and Demand modelling.

Funding Sources	Income Yr 1	Income Yr 2	Expenditure Yr 1	Expenditure Yr 2
DFG	£1,721,065	£1,721,065	£1,721,065	£1,721,065
Minimum NHS Contribution	£15,977,498	£16,881,824	£15,977,498	£16,881,824
iBCF	£7,797,498	£7,797,498	£7,797,498	£7,797,498
Additional LA Contribution	£368,848	£0	£368,848	£0
Additional ICB Contribution	£0	£0	£0	£0
Local Authority Discharge Funding	£1,093,197	£1,821,922	£1,093,197	£1,821,922
ICB Discharge Funding	£1,198,780	£1,666,320	£1,198,780	£1,666,320
Total	£28,156,886	£29,888,629	£28,156,886	£29,888,629

The above chart is taken from the BCF 2023-25 Planning Template.

The expenditure for the funding sources meets the conditions which are outlined in the Better Care Fund conditions and includes:

Scheme Type	Source of Funding	Expenditure 23/24 (£)	Expenditure 24/25 (£)
High Impact Change Model for Managing Transfer of Care	LA BCF	£1,064,740	£1,075,387
Bed based intermediate Care Services (Reablement, rehabilitation, wider short-term services supporting recovery)	LA BCF	£2,009,461	£2,029,556
Home Care Additional Packages	LA BCF	£2,551,111	£2,940,455
Home-based intermediate care services	LA BCF	£785,489	£793,344
Southend Enhanced Discharge Service (SEDs) High Impact Change Model for Managing Transfer of Care	LA BCF	£500,000	£500,000
Active Recovery (Reablement) - High Impact Change Model for Managing Transfer of Care	LA BCF	£250,000	£250,000
Carers Services	LA BCF	£150,000	£150,000
Community Based Schemes	iBCF	£150,000	£150,000
Residential Placements	iBCF	£2,087,000	£2,087,000
Additional Home Care Packages	iBCF	£2,087,000	£2,087,000
Southend Reablement Service	iBCF	£770,012	£770,012
Learning Disability Services	iBCF	£1,750,000	£1,750,000
Range of projects which support the transformation and improvement of adult social care.	iBCF	£853,486	£853,486
Disabled Facilities Grant Assistive Technologies and Equipment	DFG	£1,721,065	£1,721,065
Transformation Projects	Additional LA Contribution	£368,848	£0
Able to Recover Monitoring and responding to system demand and capacity	LA Discharge Funding	£200,000	£200,000

Reablement Early Intervention	LA Discharge Funding	£12,500	£12,500
Provider Incentive Scheme	LA Discharge Funding	£50,000	£50,000
Seasonal Intelligence Provide tools and training to ensure the data monitoring highlights winter pressures	LA Discharge Funding	£2,075	£2,075
Southend Enhanced Discharge Service (SEDs) To support Winter Pressures	LA Discharge Funding	£300,000	£300,000
Southend Care Ltd Enhanced Reablement Capacity	LA Discharge Funding	£100,000	£100,000
Discharge Community Hub	LA Discharge Funding	£40,000	£40,000
Workforce Development	LA Discharge Funding	£366,490	£366,490
Resource to be allocated dependent on requirements in winter e.g., designated setting	LA Discharge Funding	£22,132	£750,857
MSE ICB - Community Services - Other Community provision, to assist flow and prompt discharge	ICB BCF	£2,966,993	£3,134,925
MSE ICB - Community Services - Bed based intermediate Care Services	ICB BCF	£1,502,737	£1,587,792
MSE ICB - Community Services - Urgent Community Response Service	ICB BCF	£821,318	£867,805
MSE ICB - Community Services - Virtual Wards	ICB BCF	£769,186	£812,722
MSE ICB - Southend Community Services - Dementia Support Service	ICB BCF	£1,024,018	£1,081,978
MSE ICB - Southend Community Services - Equipment Service Provision - EPUT	ICB BCF	£568,411	£600,583
MSE ICB - Southend Havens Hospice	ICB BCF	£605,260	£639,517
MSE ICB - Southend Carers - Carers Breaks	ICB BCF	£158,774	£167,760
MSE ICB Discharge spend - Ward based enablement	ICB Discharge Funding	£99,118	£137,776
MSE ICB Discharge spend - Acute Discharge Schemes	ICB Discharge Funding	£1,061,271	£1,475,062
MSE ICB Discharge spend - Transport	ICB Discharge Funding	£12,728	£17,692
MSE ICB Discharge spend - Welfare Support Discharge to Assess pathway 0	ICB Discharge Funding	£25,232	£35,073

A narrative plan has been completed, which outlines how the Better Care Fund is used in Southend-on-Sea to support local priorities. The narrative also defines lessons learned from 2022/23 and how these have influenced the BCF Plans for 2023-25. A majority of the plan reflects the 2022-23 submission with little change to content.

- The vision for the BCF over 2023-25 is to support people to live healthy, independent, and dignified lives, through joining up health, social care, and housing services seamlessly around the person. This vision is underpinned by the two core BCF objectives:
 - Enable people to stay well, safe, and independent at home for longer.
 - Provide the right care in the right place at the right time.
- As with previous years, the Southend-on-Sea Better Care Fund plan is developed and delivered within the context set by the:
 - The Joint Southend Health and Wellbeing Board Strategy 2021-24.
 - The Adult Social Care Strategies – Ageing Well, Caring Well and Living Well 2022-2027 alongside the SCC Market Position Statement.
 - The Mid and South Essex Integrated Care Partnership (ICP) Strategy 2023-2033.

- The South East Essex (SEE) Alliance Framework Plan.

The Better Care Fund schemes have been reviewed to ensure they are aligned with the plans for Southend-on-Sea and local priorities along with the BCF National conditions and central to the delivery of the BCF priorities. Some of the fully fund-specific needs include:

- Early Discharge Planning to improve patient flow.
- Systems to monitor patient flow which identify barriers to system flow and to investigate causation and mitigate.
- Multi-disciplinary, multi-agency discharge teams (including voluntary and community sector) support the Southend Enhanced Discharge Service and Reablement Therapy Led Service along with the Hospital Discharge Team.
- Home First Discharge to Assess enables people to go home as soon as possible after acute treatment.
- Trusted Assessors to be implemented with Home Care agencies to work with Occupational Therapists to order equipment for reablement led support at home.
- Improved Discharge to Care Homes which include the Urgent Response Care Team and the reduction in readmission from Care Homes.
- Home aid and adaptation service to support independence at home.
- Extra care available to ensure people are able to live independently as long as possible.

Appendix a

The 2023-25 Joint Narrative Plan.

BCF National Conditions

The national conditions for the BCF for 2023 to 2025 are broadly like 2022-23 and continue to require a minimum spending level on social care and community health services.

- Plans to be jointly agreed.
- Enabling people to stay well, safe, and independent at home for longer.
- Provide the right care in the right place at the right time.
- Maintaining NHS contribution to adult social care and investment in NHS-commissioned out-of-hospital services.

Southend BCF and IBCF governance

The Southend-on-Sea programme sits under the Southend BCF Management group, which is a joint Council and NHS group which has NHS acute trust and community provider representation. The BCF Management group has financial authority for decision-making, however, reports to the Health and Wellbeing Board.

3. Better Care Fund Section 75 Agreement

A draft Section 75 framework agreement setting out how the Better Care Funds will be managed by Southend-on-Sea City Council and Mid and South Essex Integrated Care System (ICB) included as Appendix 2 to this report.

The proposed agreement is to cover the period 1st April 2023 to 31st March 2025. The previous agreement commenced on 1st April 2020 to 31st March 2023 and has now lapsed.

The BCF arrangements allow for the operation of pooled budgets where funds are jointly managed and controlled by both parties.

Provisional financial allocation of the BCF funds for both the Council and the ICB in 2023/2024 and 2024/25 is as set out in the table below:

Detail BCF	2023/24	2024/25
	£000s	£000s
ICB Minimal Contribution	15,977	16,882
SCC Directly Commissioned Schemes		
Protecting Social Services	6,025	6,445
Reablement, including support for the Care Act 2014	1,535	1,543
Sub Total	7,561	7,989
Counter invoice from ICB to fund Directly Commissioned Schemes	8,417	8,893
ICB Directly Commissioned schemes		
Community services	7,653	8,086
Havens hospice grant	605	640
Carers	159	168
Sub-total	8,417	8,893

The Section 75 framework agreement will be shared and approved at the next Southend Better Care Fund Management Group. This group is part of the formal governance of the Better Care Fund in Southend as set out in Schedule 2 to the framework agreement.

Appendix b

Draft Section 75 Framework Partnership Agreement proposal relating to the Commissioning of Health and Social Care Services using the Better Care Fund 1st April 2023- 31st March 2025.