



Report to Policy Committee

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Sheffield
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Care

Report of: *Director Adult Health, and Social Care and Director Commissioning Developments, South Yorkshire Integrated Care Board.*

Report to: *Adult Health and Social Care Policy Committee*

Date of Decision: *16th November 2022*

Subject: *Better Care Fund Update*

Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
If YES, what EIA reference number has it been given?				
Has appropriate consultation taken place?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below: -				
<i>“The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended).”</i>				

Purpose of Report:

To update the Committee on the background, progress to date of the Sheffield Better Care Fund, and ambitions for utilising pooled budgets to support Sheffield Health and Social Care to deliver the right service, at the right time, in the right place, in response to the changing population and changes in their needs.

The report provides a summary of the integrated care journey with a core focus on supporting individuals to achieve their personal goals and removing the need for people and their families to repeatedly tell their 'story' to multiple staff from different organisations.

Recommendations:

It is recommended that the Adult Health and Social Care Policy Committee:

1. Note the Better Care Fund overview, background, and expenditure.
2. Note the Better Care Fund Plan 2022/ 2023
3. Note the Better Care Fund Annual Report 2021 - 2022
4. Agree that Director of Adult Social Care brings back 6 monthly reports on the implementation of the Better Care Fund Plan 2022/2023 and Hospital Discharge Improvement Activity.

Background Papers:

None

Appendices:

- Appendix 1 – Better Care Fund Background and Overview
- Appendix 2 – [Better Care Fund Planning Requirements](#)
- Appendix 3 – Better Care Fund Plan 2022/ 2023
- Appendix 4 – Better Care Fund Annual Report 2021 - 2022
- Appendix 5 – High Impact Change Model

Lead Officer to complete: -	
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.
	Finance: Liz Gough
	Legal: Patrick Chisholm and Sarah Bennett
	Equalities & Consultation: Ed Sexton
	Climate:
	<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>
2	SLB member who approved submission: Alexis Chappell
3	Committee Chair consulted: George Lindars Hammond and Angela Argenzio
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.

Lead Officer Name: Martin Smith Alexis Chappell	Job Title: Deputy Director Planning and Commissioning Director of Adult Health and Social Care
Date: 5th November 2022	

1.0 PROPOSAL

- 1.1 Our vision is that everyone in Sheffield lives in a place they can call home, in communities that care, doing things that matter to them, celebrated for who they are and when they need it, they receive care and support that prioritises independence, choice, and recovery.
- 1.2 The Sheffield Adult Health and Social Care Strategy and delivery plan sets out the vision for 2022 to 2030, called 'Living the life you want to live', which sets out how as a System we work together to help the people of Sheffield to live long, healthy and fulfilled lives.
- 1.3 The Better Care Fund aligns to all six of the commitments in the strategy. The fund is focused upon reducing barriers between health and social care funding streams to support the successful delivery of integration of health and social care services in a way that is person-centred and focused on reducing inequalities and improving outcomes for people and carers in Sheffield.
- 1.4 Following on from the financial update provided to September Committee and the report to the Health and Wellbeing Board on 29th September, the purpose of this report is to provide an overview of the Better Care Fund and its benefits for Sheffield citizens.

2.0 BETTER CARE FUND OVERVIEW

- 2.1 The Better Care Fund (BCF) is one of the government's national vehicles for driving health and social care integration. It requires integrated care boards (ICBs) and local government to agree a joint plan for using pooled budgets to support integration, governed by an agreement under section 75 of the NHS Act 2006.
- 2.2 As a start to this process four funding streams were identified at a national level:
- minimum allocation from ICB Allocations towards jointly commissioning social care services
 - disabled facilities grant paid via a Local Authority grant to enable housing and equipment adaptations
 - social care funding (improved BCF or iBCF) paid as a local authority grant
 - winter pressures grant funding which has been added to the iBCF Local Authority grant
- 2.3 The Health and Wellbeing Board oversees the strategic direction of the Better Care Fund and the delivery of better integrated care, as part of its statutory duty to encourage integrated working between commissioners.. This includes signing off quarterly and annual Better Care Fund submissions such as the annual plan and performance targets.

- 2.4 The Annual Report 2021 -2022 was discussed at the Health and Wellbeing Board on June 2022¹ and the benefits of the programme were noted and highlighted. It was highlighted that the BCF supports the ambitions of the Sheffield Joint Health and Wellbeing Strategy, Shaping Sheffield and the NHS Long Term Plan ambitions through delivery of the Joint Commissioning Intentions Plan and Programmes.
- 2.5 Building on the partnerships, that have become well established locally, the aim is to continue to develop and improve individual outcomes and personal experience of Health and Social Care in Sheffield through our joined up and health and care approach locally.
- 2.6 It's planned to give a further update on our progress with improving outcomes and closing the gap on inequalities in partnership with health colleagues, aligned to the actions agreed for Adult Social Care in the Council's Delivery Plan approved by Strategy and Resources Committee on 30th August 2022 at December Committee.
- 2.7 An overview of the history and benefits of the Better Care Fund in Sheffield is attached at Appendix 1 and the Annual Report 2021 – 2022 is attached at Appendix 2 for the Committee information and context.

2.8 Better Care Fund 2022/23 Update

- 2.8.1 On 19th July 2022 the Department of Health and Social Care published the 2022 to 2023 Better Care Fund Policy Framework² setting out the core requirements included the development of a narrative plan explaining current programme delivery against local objectives, explanation of local structures and governance and confirmation of agreed expenditure in compliance with the requirements of the fund.
- 2.8.2 The Better Care Fund Policy Framework for 2022 – 2023 notes four national conditions attached to it:
- National condition 1: a jointly agreed plan between local health and social care commissioners and signed off by the HWB.
 - National Condition 2: NHS contribution to adult social care to be maintained in line with the uplift to NHS minimum contribution
 - National Condition 3: Invest in NHS commissioned out-of-hospital services
 - National condition 4: implementing the BCF policy objectives
- 2.8.3 As an assurance to Committee, the following has been undertaken to implement these national conditions:

¹ Better Care Fund Update to HWBB - [Draft Protocol for Cabinet Reports \(sheffield.gov.uk\)](https://www.sheffield.gov.uk)

² Better Care Fund Policy Framework - [2022 to 2023 Better Care Fund policy framework - GOV.UK \(www.gov.uk\)](https://www.gov.uk)

- The Better Care Fund Plan update for 2022/23 was developed in partnership with senior managers and service leads across the system, agreed by the Health and Wellbeing Board, and submitted back to NHS England on 26th September 2022 in line with the national timescales. This meets National Condition 1 and the Plan is attached at Appendix 3.
- The NHS minimum contribution to the Better Care Fund has been achieved in 2022/23 at £44,998,236, which meets National Conditions 2 and 3. The minimum contribution is set across a Health and Wellbeing Footprint and includes two specific elements which must be met or exceeded:
 - Funding to jointly commission adult social care services must be a minimum of £18,847,224. Within Sheffield this is currently £22,250,371. Adult Social Care acts a lead commissioner for these services, which includes homecare provision.
 - Funding of community-based out of hospital services must be a minimum of £12,787,222. Within Sheffield this is currently £22,747,865. The ICB acts as lead commissioner for these services.
 - The ICB makes a total contribution to the Better Care Fund of £276,775,244.

2.9 Better Care Fund 2022/ 2023 National Condition 4 - Policy Objectives Implementation

2.9.1 National condition 4 requires areas to agree a joint plan to deliver health and social care services that support improvement in outcomes against the fund's 2 policy 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

2.9.2 To meet these objectives and as an assurance to Committee, the Sheffield plan 2022 – 2023 focuses on:

- Taking steps to enable person centred care which promotes independence and addresses health, social care and housing needs of people who are at risk of reduced independence, including at risk of admission to hospital or long-term residential care.
- Ensuring people are discharged to the right place, at the right time, and with the right support that maximises their independence and leads to the best possible sustainable outcomes. This includes continued implementation of the High Impact Change Model for Transfers of Care, which is the basis of the Better Care Fund requirements around supporting discharge. The High Impact Change Model is attached for information at Appendix 4.

2.10 Better Care Fund 2022/ 2023 Targets Implementation

2.10.1 Beyond the 4 conditions (and grant conditions), areas have flexibility in how the fund is spent over health, care and housing schemes or services, but need to agree ambitions on how this spending will improve performance against the following BCF 2022 to 2023 metrics which are:

- avoidable admissions to hospital
- admissions to residential and care homes
- effectiveness of reablement
- hospital discharges that are to the person's usual place of residence

2.10.2 From April 2022, the discharge ready data collected by hospitals systems has become a required collection and will be used to collect better data on the date that people in acute hospital are ready to return home compared to the date of discharge. This will support the collection of more accurate data on delayed discharges.

2.10.3 A metric in relation to this data on delayed discharges will be adopted as a formal BCF metric from April 2023. It's planned that Systems should work together to ensure that this information is recorded accurately and for all individuals as soon as possible. Reducing length of stay remains a priority of the BCF.

2.10.4 To this end, the locally agreed metrics to meet the national targets for 2022/ 2023 are:

- Proportion of older people still at home 91 days after discharge from hospital into reablement or rehabilitation (effectiveness of reablement)
- Older adults whose long-term care needs are met by admission to residential or nursing care per 100,000 population (admissions to residential care homes)
- Unplanned hospitalisation for chronic ambulatory care sensitive conditions (avoidable admissions to hospital for conditions that can typically be managed in a community setting)
- Improving the proportion of people discharged home, based on data on discharge to their usual place of residence (discharge to usual place of residence)

2.10.5 To support and enable evidence of the local and national targets regards hospital discharge are being met and readiness for new approaches from April 23, a report will be brought outlining the social care discharge delivery plan to the December Committee. The associated funding will also be considered as part of this report.

3.0 GOVERNANCE OF BETTER CARE FUND

3.1 Adult Social Care Policy Committee Governance Arrangements

- 3.1.1 Given the focus on integrated working and in particular the focus of the fund and targets relate to hospital discharge, it's important that the fund has appropriate oversight and scrutiny from the Committee, given most of the funding provided to the Local Authority through the fund sits within the remit of the Adult Social Care Policy Committee.
- 3.1.2 To enable appropriate joined up working to implement the ambitions of the Better Care Fund its proposed that updates regarding progress of implementation of the Better Care Fund Annual Plan and associated Hospital Discharge Improvement Activity are brought to Committee on a six-monthly cycle.
- 3.1.3 It's planned that this will also give Committee members an opportunity to comment upon the Better Care Fund activity and inform the annual cycle of planning in a timely way prior to submission to the Health and Wellbeing Board. It's aimed that this will provide assurances to the Chairs of the Health and Wellbeing Board of the robustness and timeliness of information provided.

3.2 Sheffield City Council Assurance

- 3.2.1 The Better Care Fund was audited by the Sheffield City Council Internal Audit Team on 16 August 2022 at the request of the Director of Adult Health and Social Care. The purpose of the audit was to provide an independent opinion as the effective management and mitigation of operational risks associated with Better Care Fund, and whether the objectives were likely to be achieved.
- 3.2.2 Substantial Assurance was given by the audit team who highlighted that there is an effective system of internal control in place designed to achieve the Service objectives.
- 3.2.3 Minor issues being identified which stemmed from changes to process during the Covid-19 pandemic command and control structure are highlighted as require improvement as previous processes have not yet fully been reimplemented. An action plan was developed as part of the audit outcomes, and this is being actioned to improve the processes around the Better Care Fund.

3.3 NHS England Assurance

- 3.3.1 NHS England are undertaking a full planning round in 2022 to 2023. Better Care Fund plans and their delivery must comply with the set conditions as part of the delivery of ICB duties relating to the promotion of integration, acting effectively and efficiently, the improvement of the quality of services and the reduction of health inequalities under the NHS Act 2006.

- 3.3.2 Assurance of the Sheffield Better Care Fund plans is being led by the Yorkshire and Humber Better Care Manager with input from NHS England and Local Government Agency representatives. It was a single stage exercise based on a set of key lines of enquiry (KLoEs). On 14 October 2022 Sheffield's plan was approved by the regional assurance panel and sent to for approval at the cross-regional calibration meeting to be held on 01/11/2022.
- 3.3.3 Following the calibration meeting, the recommendation for approval will be made by NHS England Regional Directors – this will include confirmation of the assurance process and that Local Government representatives were involved in assurance and agree the outcomes and any recommendations.
- 3.3.4 NHS England, as the accountable body for the NHS minimum contribution to the fund, will then write to areas to confirm that the NHS minimum funding can be released. Assurance letters should be received by 30/11/2022. Following this notification, the Section 75 agreement can then be revised to include the 2022/23 plans and values. Committee will be updated through the Financial Update report provided to each Committee as to confirmation of the sum received.

3.5 Annual Report

- 3.5.1 From the outset the focus has been the maximisation of benefits to citizens in Sheffield, with decisions around any requirements for health and social care taken once and in collaboration to maximise outcomes delivered for the available resources.
- 3.5.2 An annual report on the activities of the Better Care Fund is provided to the Health and Wellbeing Board. It provides an opportunity to understand impact of the funding in relation to the national and local metrics and funding received.
- 3.5.3 In going forward the Annual Report on the outcomes of and impact of the Better Care Fund will be brought to Committee for assurance on use of funds within Adult Social Care to promote better integrated working with health for the benefit of citizens of Sheffield. This will also provide an evidence base for the annual Adult Social Care Local Account.

4.0 HOW DOES THIS DECISION CONTRIBUTE?

- 4.1 This report is written to demonstrate that the Sheffield Better Care Fund is a key enabler to meeting Adult Social Care outcomes that are set out in the Adult Social Care Strategy. At the heart of the plans is the principle to ensure care is delivered that enables citizens to remain:
- Safe and well
 - Active and independent
 - Connected and engaged

- 4.2 That each programme is inspirational and transformational in its aims and the outcomes intended for the service users while ensuring at each step the effective and efficient use of resources across the Sheffield System.
- 4.3 The programmes within the Sheffield Better Care Fund are based upon personalised care being delivered in a sustainable way and co-produced to ensure the needs of people, staff and carers are met.
- 4.4 This report is written to demonstrate that the Sheffield Better Care Fund is a key enabler to meeting Adult Social Care outcomes that are set out in the Adult Social Care Strategy. At the heart of the plans is the principle to ensure care is delivered that enables citizens to remain:
- Safe and well
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- 4.5 That each programme is inspirational and transformational in its aims and the outcomes intended for the service users while ensuring at each step the effective and efficient use of resources across the Sheffield System.
- 4.6 The programmes within the Sheffield Better Care Fund are based upon personalised care being delivered in a sustainable way and co-produced to ensure the needs of people, staff and carers are met.
- 4.7 By jointly commissioning services across Health and Social Care the aim is to ensure market stability at each stage and the procurement of integrated socially responsible services.
- 4.8 It supports the Council statutory responsibilities for Adult Social Care including the following outcomes for the people of Sheffield:
- promotion of wellbeing
 - protection of (safeguarding) adults at risk of abuse or neglect
 - preventing the need for care and support
 - promoting integration of care and support with health services
 - providing information and advice
 - promoting diversity and quality in providing services
- 4.9 The governance arrangements proposed will support a culture of accountability, learning and continuous improvement which will enable the Council to deliver upon its vision and strategy for Adult Social Care, deliver better outcomes and an improved experience for people and a more sustainable adults social care service for the future.
- 4.10 One of the commitments under the strategy is to “Make sure support is led by ‘what matters to you’, with helpful information and easier to understand steps.” The improved governance arrangements aim to promote and ensure quality of support and practice which matters to individuals.

5.0. HAS THERE BEEN ANY CONSULTATION?

5.1 The Better Care Fund update describes a foundation for the governance of the fund in relation to the Adult Health and Social Care Policy Committee. Due to this the update has not been formally consulted on.

5.2 There is lots of work currently underway to strengthen the direct involvement of people in the decision making and co-production of adult social care services and functions. The intention is that this will be formalised in a co-produced and co-designed dedicated document which will set out the different ways that people are able to engage with the Council from complaints and surveys to board membership and performance challenge sessions.

6.0. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

6.1 Equality of Opportunity Implications

6.1.1 A key function of the Better Care Fund is to ensure equality of opportunity for all because it is designed to give assurance about the delivery of the Council's statutory responsibilities for adult health and social care.

6.1.2 The Equality Act 2010 gives legal status to various protected characteristics which people have – these include Age and Disability, characteristics which are central to the core activity of Adult Health and Social Care. As a Public Authority, the Council has legal requirements under the Equality Act. These are specified in the Public Sector Equality Duty, which includes a requirement to consider if and how we can advance equality of opportunity between people who share a protected characteristic and those who do not.

6.1.3 The aims of the Better Care Fund are consistent with these equality duties – this report identifies ways in which it can contribute to these ends, for example, in the Better Care Fund Targets section relating to older people.

6.2 Financial and Commercial Implications

6.2.1 A key function of the Better Care Fund update is to support the delivery of a financially sustainable Adult Health and Social Care Service. because it is designed to give assurance about the delivery of the Council's statutory responsibilities for adult health and social care.

6.2.2 These duties include ensuring a sustainable care market and the ability to meet eligible care needs. The ongoing resourcing of Adult Health and Social Care is a key challenge for Sheffield City Council and Local Authorities nationally.

6.3 Legal Implications

6.3.1 The main responsibilities of Adult Health and Social Care are set out in the following main pieces of legislation: the Care Act 2014, the Mental Capacity Act 2005, the Human Rights Act 1998, the Health and Care Act 2022, and Domestic Violence Act 2021. This legislation directs Adult Health and Social Care to:

- promote wellbeing
- protect (safeguarding) adults at risk of abuse or neglect
- prevent the need for care and support
- promote integration of care and support with health services
- provide information and advice
- promote diversity and quality in providing services

6.3.2 As previously described the key function of the report today is to provide an overview of the Better Care Fund and to set out how the Council will ensure that Adult Social Care is statutorily compliant.

6.4 Climate implications

6.4.1 The Better Care Fund Plan in future years will ensure that climate impacts are considered in decision making as this is a part of the Effective and Efficient Outcome in the Adult Health and Social care vision and strategy.

6.4.2 The Better Care Fund officers will therefore be tasked with measuring the achievement of the service in the delivery of this ambition and identifying actions as and when performance falls short.

7.0 ALTERNATIVE OPTIONS CONSIDERED

7.1 The alternative options considered are more or less frequent updates to Committee. However, it is felt that the current proposals provide the right balance enabling oversight but also ensuring that there is progress for the Director of Adult Health and Social Care to Report on.

8.0 REASONS FOR RECOMMENDATIONS

8.1 The report aims to provide an overview of the Better Care Fund for Committee attention following on from the Use of Resources report provided to Committee in September 2022.

8.2 It's aimed that this approach to the Better Care Fund will promote an annual cycle of assurance and continuous improvement, which can then provide assurance to Committee regards our focus on effective use of the funds.