

## **Cabinet Meeting on Wednesday 19 April 2023**

### **Staffordshire Better Care Fund 2022-2024**



**Councillor Julia Jessel, Cabinet Member for Health and Care said,**

“The Better Care Fund continues to enable us to provide joined-up health and social care services, meaning people are supported to remain in their own homes for as long as they are able.

Progress over the past year includes a new social care workforce strategy, helping to support the recruitment and retention of home care staff by offsetting some cost pressures, improving the quality of care on offer in our care homes, and supporting home-first discharge to improve outcomes for people

leaving hospital.

We will continue to use the Better Care Fund to improve and integrate social care and NHS services for our residents, and to improve the lives of some of the most vulnerable people in our county.”

#### **Report Summary:**

This report includes an update on the Staffordshire Better Care Fund (BCF) Plan for 2022-23, a summary of arrangements for development of the BCF Plan for 2023-24, and delegation of authority to enter into the legal agreements required to implement the BCF Plans.

#### **Recommendations**

I recommend that Cabinet:

- a. Note the progress of the Staffordshire Better Care Fund (BCF) Plan for 2022/23 and the associated expenditure.
- b. Note allocation to Staffordshire County Council (the Council) and the Integrated Care Board (ICB) by HM Government of the Adult Social Care (ASC) Discharge Grant to the sum of £6,368,757 in 2022/23, and the subsequent inclusion of this within the BCF Section 75 agreement.

- c. Note that the Council have transferred the 2022/23 Disabled Facilities Grant to the District and Borough Councils as required by the Ministry of Housing, Communities and Local Government (now the Department for Levelling Up, Housing & Communities).
- d. Note that the Health and Well-being Board delegated final approval of the Staffordshire BCF Plan for 2023-24 to the Health and Well-being Board Chairs, including the Cabinet Member for Health and Care.
- e. Delegate authority to the Director of Health and Care to enter into legal agreements for 2023/24 and 2024/25 under Section 75 of the NHS Act 2006 in order to implement the respective BCF Plans.



## **Cabinet – Wednesday 19 April 2023**

### **Staffordshire Better Care Fund 2022-2025**

#### **Recommendations of the Cabinet Member for Health and Care**

I recommend that Cabinet:

- a. Note the progress of the Staffordshire Better Care Fund (BCF) Plan for 2022/23 and the associated expenditure.
- b. Note allocation to Staffordshire County Council (SCC) and the Integrated Care Board (ICB) by HM Government of the Adult Social Care (ASC) Discharge Grant to the sum of £6,368,757 in 2022/23, and the subsequent inclusion of this within the BCF 2022/23 Section 75 agreement.
- c. Note that the Council have transferred the 2022/23 Disabled Facilities Grant to the District and Borough Councils as required by the Ministry of Housing, Communities and Local Government (now the Department for Levelling Up, Housing & Communities).
- d. Note that the Health and Well-being Board (HWB) delegated final approval of the Staffordshire BCF Plan for 2023-24 to the Health and Wellbeing Board Chairs, including the Cabinet Member for Health and Care.
- e. Delegate authority to the Director of Health and Care to enter into legal agreements for 2023/24 and 2024/25 under Section 75 of the NHS Act 2006 in order to implement the respective BCF Plans.

**Local Member Interest:** N/A

#### **Report of the Director for Health and Care**

#### **Reasons for Recommendations:**

##### **Introduction**

1. The Better Care Fund was introduced in 2013, to support integration of health and adult social care. It requires the NHS and Local Authorities to agree a joint Plan for achieving shared outcomes using pooled and aligned budgets to fund services. Plans are required to be approved by Health and Well-being Boards and then by NHS England (NHSE).

## **2022/23 Better Care Fund Policy Framework**

2. The 2022/23 BCF Policy Framework and accompanying guidance required the submission of BCF Plans in September 2022, to include an expenditure plan, narrative plan, and a new requirement to complete a high-level overview of expected demand for intermediate care and planned capacity to meet this demand. The content of capacity and demand plans were not assured in 2022/23 but their completion was a condition of BCF plan approval. There was also a new requirement to complete a brief overview on how BCF funding is supporting unpaid carers.
3. The Policy Framework set out four national conditions for all BCF plans:
  - a. Plans to be jointly agreed between local health and social care commissioners and signed off by the Health and Well-being Board: The Plan must set out a joined-up approach to integrated, person-centred services across local health, care, housing and wider public services.
  - b. NHS contribution to adult social care to be maintained in line with the uplift to CCG minimum contribution: A demonstration of how areas will maintain the level of spending on social care services from the CCG minimum contribution in line with the percentage uplift to the CCG minimum contribution to the BCF.
  - c. Agreement to invest in NHS commissioned out-of-hospital services: Set out the approach to delivering this aim, and how NHS and local authority partners will work together to deliver it.
  - d. Implementing the BCF policy objectives: Agree a joint plan to deliver health and social care services that support improvement in outcomes against the fund's 2 policy objectives:
    - i. enable people to stay well, safe and independent at home for longer
    - ii. provide the right care in the right place at the right time
4. BCF Plans were required to agree ambitions on how spending will improve performance against the following BCF 2022 to 2023 metrics:
  - a. avoidable admissions to hospital
  - b. admissions to residential and care homes
  - c. effectiveness of reablement
  - d. hospital discharges that are to the person's usual place of residence
5. BCF Plans were required to include expenditure of the Improved Better Care Fund transferred from HM Government to local authorities. The

grant conditions remain broadly the same as in 2021-22. This funding could only be used for:

- a. Meeting adult social care needs
  - b. Reducing pressures on the NHS, including seasonal winter pressures
  - c. Supporting more people to be discharged from hospital when they are ready
  - d. Ensuring that the social care provider market is supported
6. BCF Plans were required to include expenditure of the Disabled Facilities Grant (DFG), which was paid to upper-tier authorities. However upper tier local authorities were also required to transfer the DFG to housing authorities in order to allow them to meet their statutory duty to fund adaptations to the homes of those people with disabilities who qualified.
7. In November 2022 DHSC published guidance about an Adult Social Care (ASC) Discharge Fund, to support safe and timely discharges from hospital by increasing capacity in social care services in the community. An addendum to the 2022 to 2023 BCF policy framework and planning requirements was published which set out the following conditions for use of the Grant:
- a. Local Authority and ICB allocations should be pooled into local BCF Section 75 agreements with plans for spend agreed by chief executives and signed off by the HWB
  - b. Funding allocated to ICBs should be pooled into HWB level BCF Section 75 agreements. ICBs should agree the distribution of this funding with LAs in their area and confirm the agreed distribution to the BCF team.
  - c. Funding should only be used on permitted activities that reduce flow pressure on hospitals, including in mental health inpatient settings, by enabling more people to be discharged to an appropriate setting, with adequate and timely health and social care support as required;
  - d. Funding should prioritise approaches most effective in freeing up the maximum number of hospital beds and reducing bed days lost within the funding available, including from mental health inpatient settings.
  - e. ICBs should ensure that support from the NHS for discharges into social care is available throughout the week, including at weekends;
  - f. ICBs, hospital trusts and local authorities should work together to improve all existing NHSE and local authority discharge data collections including related situation reporting data and discharge data submitted as part of the commissioning data set.

### **Staffordshire BCF Plan 2022/23**

8. The Staffordshire BCF Plan 2022/23 was developed in line with the Policy Framework and approved by the Health and Well-being Board and NHSE.

9. Expenditure is summarised in Table 1 and Table 2. Key priorities for 2022-23 have included the following:
  - a. Workforce: We have co-produced a new workforce strategy for the whole social care workforce with a range of stakeholders. We are also taking actions to support the wider care workforce. Our wellbeing hub and wellbeing offer are available to social care staff as well as NHS staff, and the Council has extended many elements of its lifestyle discounts offer to staff across the whole adult social care sector.
  - b. Home care: A key priority remains to enable more capacity in the home care market, maximise current capacity, and to help providers with issues around recruitment/retention. The Council awarded a recurrent fee uplift of 12% from April 2022 to reflect cost pressures facing home care providers. This has supported recruitment and retention and helped to reduce the number of people waiting for home care. We have set up an Independence at Home provided in-house to provide additional capacity to meet people's needs in a timely way and offer reablement for some to increase their independence.
  - c. Care homes: Our overarching strategic priorities for care homes include:
    - i. Improving the quality of care in Staffordshire - supported by targeted quality assurance and quality improvement actions.
    - ii. Ensuring timely access to care home placements when required - measured by the proportion of placements sourced to timescale.
    - iii. Ensuring affordability of care home placements - We are increasing the number of block booked beds we have in care homes which ensures a level of financial stability for providers, an affordable rate for the council, and guaranteed capacity for commissioners. We continue to promote innovation and assistive technology.
10. Supporting Hospital Discharge: Our Home-First Discharge to Assess service across the county, is commissioned to support safe timely discharges from hospital, improve outcomes for people leaving hospital, and support people to remain at home and maintain their independence. A key priority continues to be ensuring we have the right capacity in place, and that the services are improving outcomes for people who use them.
11. Following approval an amendment was made to the BCF Plan to include an additional £11.6 million of non-recurrent funding to improve and sustain health and social care services, as summarised in Table 3.



12. This amendment was in line with permissions in the BCF guidance and was agreed by the Health and Well-being Board, ICBs, Staffordshire County Council, and West Midlands BCF manager.
13. Following the announcement of an ASC Discharge grant and the addendum to the 2022 to 2023 BCF policy framework and planning requirements, the Council and the ICB developed expenditure plans for our respective grant allocations. Expenditure plans have been signed off by the Council and ICB Chief Executives in line with Grant conditions. Plans were approved by the HWB chairs in line with their delegated approval.
14. ASC Discharge Grant allocations to local authorities and the ICB in Staffordshire are shown in Table 1. The Grant can only be spent on activity up to 31 March 2023, but can include backdated eligible expenditure from 22 September 2022.
15. The Council's Legal Services have assisted with drafting of a legal agreement under Section 75 of the NHS Act 2006 to include all of the expenditure in the Staffordshire BCF Plan 2022/23. Cabinet delegated authority to the Director of Health and Care on 18th May 2022, to enter into this legal agreement in order to formalise arrangements to implement the BCF Plan 2022/23
16. The Council and the ICB will be required to complete an end of year template to report on progress made in 2022-23 across the BCF schemes and the required metrics. The template and associated timescales for completion have not yet been released by NHSE&I.

**Table 1: Original BCF Funding 2022-23**

<b>NHS recurrent contribution to adult social care</b>	
NHS RNF transfer to SCC for adult social care services	£21,182,872
NHS cash transfer to SCC for carers	£705,683
NHS cash transfer to SCC for costs of Care Act 2014	£2,319,929
<b>Total NHS transfer to SCC</b>	<b>£24,208,484</b>
NHS directly commissioned adult social care	£145,047
<b>Total NHS recurrent contribution to adult social care</b>	<b>£24,353,531</b>
NHS aligned revenue funding	£58,741,950
ICB ASC Hospital discharge grant allocation	£3,417,120
<b>TOTAL NHS FUNDING</b>	<b>£86,512,601</b>
iBCF	£32,709,077
DFG	£10,005,365
SCC ASC Hospital discharge Grant allocation	£2,951,637
<b>TOTAL SCC FUNDING</b>	<b>£45,666,079</b>
<b>TOTAL BCF FUNDING</b>	<b>£132,178,680</b>

**Table 2: Original BCF Funding by Scheme Type 2022-23**

<b>Core BCF Funding - Expenditure by scheme</b>	<b>£</b>
Home Care or Domiciliary Care	£33,526,930
Residential Placements	£22,130,885
Community Based Schemes	£11,324,290
DFG Relates Schemes	£10,005,365
Bed based intermediate Care Services	£8,405,265
Reablement in a persons own home	£7,984,081
High Impact Change Model for Managing Transfer of Care	£7,195,141
Integrated Care Planning and Navigation	£6,153,096
Assistive Technologies and Equipment	£6,137,094
Prevention / Early Intervention	£5,986,494
Other	£4,301,789
Care Act Implementation Related Duties	£2,425,974
Carers Services	£233,518
<b>Total</b>	<b>£125,809,923</b>

<b>ASC Discharge Grant Expenditure by Scheme</b>	<b>£</b>
Reablement in a Persons home	£1,757,349
Other	£1,649,100
Home Care or Domiciliary Care	£1,273,800
Residential Placements	£904,361
Bed Based Intermediate Care	£342,200
Assistive Technologies and Equipment	£170,000
Local Recruitment Initiatives	£105,000
Contingency	£103,260
Administration	£63,687
<b>Total</b>	<b>£6,368,757</b>

<b>Total BCF Expenditure</b>	<b>£132,178,680</b>
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**Table 3: BCF Funding 2022/23 - additional £11.6 million**

<b>Expenditure by service</b>	<b>£</b>
Home First Reablement	£7,900,000
Additional Beds to support closures due to covid	£2,100,000
Care Home Beds to support Discharge to Assess	£1,600,000
<b>Total</b>	<b>£11,600,000</b>

<b>NEW 2022/23 BCF TOTAL</b>	<b>£143,778,680</b>
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## Disabled Facilities Grant (DFG) - Transfer of money to districts

17. As with previous years, in two-tier areas DFG funding is paid to the upper-tier authorities (county councils), while the statutory duty to provide adaptations to the homes of those eligible people who qualify, continues to sit with local housing authorities (district and borough councils).
18. In two-tier areas, decisions around the use of the DFG funding will need to be made with the direct involvement of both tiers working jointly to support integration ambitions. DFG funding allocated by Central Government must be passed down to the relevant housing authorities (in full, unless jointly agreed to do otherwise) to enable them to continue to meet their statutory duty to provide adaptations and in line with these plans.
19. Table 4 details Staffordshire's DFG allocated funding for 2022-23. The Council have passported these monies to the district/borough Councils as required by the Ministry of Housing, Communities and Local Government for the Disability Facility Grant (DFG).

**Table 4: Staffordshire DFG allocated funding per district 2022-23**

District	Amount
Cannock Chase	£1,051,224
East Staffordshire	£1,160,392
Lichfield	£1,109,194
Newcastle-under-Lyme	£1,715,114
South Staffordshire	£1,126,662
Stafford	£1,522,033
Staffordshire Moorlands	£1,773,856
Tamworth	£546,890
Total	£10,005,367

20. From 1<sup>st</sup> April 2023 districts now control DFGs within their locality, and the previous SILIS partnership has ended. The majority of referrals will now come through Staffordshire cares, who will continue to process the information and aim to meet any non DFG needs as well. We aim to improve the information we hold by requesting consent from citizens to share any relevant assessment recorded on the Councils Care Director system. Appropriate referrals will then be safely distributed to the appropriate district council enabling a more locality based focus on their population and demonstrate creativity based on this. The Council will be having quarterly DFG meetings and requesting core data to help us identify trends, discuss ideas and encourage peer support.

## Better Care Fund 2023/24

21. The 2023/24 BCF Policy Framework has not yet been published. The current working assumption is that all existing schemes will continue with relevant inflationary uplifts in order to maintain essential health and care services and that therefore most of the funding will follow on from previous years. SCC and the ICB will develop the 2023/24 Staffordshire BCF Plan and take into account any conditions specified in the 2023/24 BCF Policy Framework once this is published.
22. The Health and Well-being Board delegated final approval of the Staffordshire BCF Plans for 2023-24 to the Chairs, including the Cabinet Member for Health and Care. Plans will then be submitted to NHSE when required.
23. Provisional 2023/24 funding is shown in the table below. For 2023/24 the IBCF allocations remains the same as in 2022/23, and the DFG allocation provisionally remains the same until confirmed. NHS minimum allocations have been uplifted by around 5.6%. ASC Hospital Discharge Grant allocations have been confirmed.

**Table 5: Staffordshire BCF funding 2023-24**

<b>NHS recurrent contribution to adult social care</b>	
NHS RNF transfer to SCC for adult social care services	£22,334,301
NHS cash transfer to SCC for carers	£745,625
NHS cash transfer to SCC for costs of Care Act 2014	£2,451,237
<b>Total NHS transfer to SCC</b>	<b>£25,531,162</b>
NHS directly commissioned adult social care	£153,257
<b>Total NHS recurrent contribution to adult social care</b>	<b>£25,684,419</b>
NHS aligned revenue funding	£58,741,951
ICB ASC Hospital discharge grant allocation	£3,757,965
<b>TOTAL NHS FUNDING</b>	<b>£88,184,335</b>
iBCF	£32,709,077
DFG	£10,005,367
SCC ASC Hospital discharge Grant allocation	£4,585,762
<b>TOTAL SCC FUNDING</b>	<b>£47,300,206</b>
<b>TOTAL BCF FUNDING</b>	<b>£135,484,541</b>

## **Next Steps**

24. Cabinet are recommended to delegate authority to the Director of Health and Care to enter into a legal agreements under Section 75 of the NHS Act 2006 in order to implement the BCF Plans for 2023/24 and 2024/25.

## **Legal Implications**

25. The Council's Legal Services have assisted with the production of agreements to passport the DFG monies to the district/borough councils in accordance with Staffordshire's DFG allocated funding for 2022/23

26. The Council's Legal Services have assisted with drafting of the section 75 agreement for the 2022/23 BCF. This has been agreed and signed off by the ICB governance also. Cabinet delegated authority to the Director of Health and Care on 18<sup>th</sup> May 2022, to enter into this legal agreement in order to formalise arrangements to implement the BCF Plan 2022/23.

27. Delegated authority to the Director of Health and Care to enter into legal agreements for 2023/24 and 2024/25 under Section 75 of the NHS Act 2006 will enable the Council and the ICB to implement the respective BCF Plans for 2023/24 and 2024/25.

## **Resource and Value for Money Implications**

28. The BCF Funding for 2022/23 and indicative funding for 2023/24 is highlighted in the report. All contributions for 2022/23 are confirmed and are as stated in the table.

## **Climate Change Implications**

N/A

## **List of Background Documents/Appendices:**

N/A

## **Contact Details**

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