


Health and Wellbeing Board 9 th September 2014	
Report of the London Borough of Tower Hamlets	Classification: [Unrestricted]
Resubmission of the Better Care Fund Planning Template	

Lead Officer	Robert.McCulloch-Graham, Education Social care and Wellbeing Corporate Director
Contact Officers	Deborah Cohen, Service Head Commissioning and Health
Executive Key Decision?	No

Special Circumstances and Reasons for Urgency

- The report was unavailable within the standard timescales set out in the Authority's Constitution because of continuing work to review the new NHS criteria for Better Care Fund applications and to finalise the Tower Hamlets Council and CCG submission.
- One of the terms of the Better Care Fund for 2015/16, is the requirement that HWBBs approve for submission to the Department of Health the updated template document which sets out the CCG and Council's joint plans for the application of those monies. The HWBB approved the Local Authority and CCGs BCF Planning Template on the 24th March 2014. However, following on from this the Department of Health and Local Government Association has asked all Local Authorities and CCGs to resubmit their Better Care Fund Planning Templates for 2015/16 with more narrative and detail on the proposed expenditure of the fund. Local Authorities and Clinical Commissioning Groups (CCGs) are now required to resubmit their jointly agreed Better Care Fund Planning Template for 2015-16 to the Local Government Association (LGA) and NHS England by 19th September 2014.

Executive Summary

In the 2013 Spending Round, the Government announced a national £3.8 billion pooled budget for health and social care services, building on the current NHS transfer to social care services of £1 billion (usually referred to as s256 funding). The Spending Round stated that 'the Government will introduce a £3.8 billion pooled budget, the Better Care Fund (BCF), for health and social care services, shared between the NHS and local authorities, to deliver better outcomes and greater efficiencies through more integrated services for older and disabled people'.

The HWBB approved the Local Authority and CCGs BCF Planning Template on the 24th March 2014. Following on from this the Department of Health and Local Government Association has asked all Local Authorities and CCGs to resubmit their Better Care Fund Planning Templates for 2015/16 with more narrative and detail on the proposed expenditure of the fund.

The Local Authority and CCG's resubmitted BCF plan (appendix 1) has more detail about the budget lines, risk mitigation and outcomes, but the general thrust is the same as the original BCF plans signed off by the HWBB, CCG Governing body and Cabinet in March, in terms of strategy, direction and overall outcomes.

Recommendations:

Subject to Mayoral approval, the Health and Wellbeing Board is recommended to:

1. Agree the resubmitted version of the Better Care Fund Planning Template (Appendix 1) before final submission to NHS England on 19 September 2014
2. Note that the resubmitted Better Care Fund Planning Template does not deviate from the original submission in April, but provides more detail on the agreed budget lines; risk mitigation and outcomes.

1. REASONS FOR THE DECISIONS

- 1.1 One of the terms of the Better Care Fund for 2015/16, is the requirement that for submission to the Department of Health, HWBBs approve the updated template document which sets out detail of the CCG and Council's joint plans for the application of those monies.

2. ALTERNATIVE OPTIONS

- 2.1 N/A

3. DETAILS OF REPORT

Background

- 3.1 The Better Care Fund (formerly the Integration Transformation Fund) was unveiled in June as part of the 2013 Spending Round. The Government announced a national £3.8 billion pooled budget for health and social care services, building on the current NHS transfer to social care services of £1 billion. Tower Hamlet's Better Care Fund allocation for 2015/16 totals £20.367m.

- 3.2 The Better Care Fund provides an opportunity to transform care so that people are provided with better integrated care and support, in community settings and so that demand on acute care in hospitals is reduced, therefore reducing the number of emergency admissions. It is a substantial level of funding and it will help deal with demographic and other pressures in the health and social care system. The Better Care Fund is an opportunity to take the integration agenda forward at scale and pace, building on the WELC Integrated Care Programme, and successful Pioneer status.
- 3.3 Our vision for health and care services is of an integrated care system that coordinates care around the patient and delivers care in the most appropriate setting. The new model of Integrated Care will be targeted at the top 20% of patients in Tower Hamlets, who account for around 85% of total acute activity and 75% of acute spend
- 3.4 Some patients have a higher risk of requiring an emergency admission following a crisis than others, and certain characteristics can be indicative of that risk. Therefore we can stratify patients into categories of risk. Information used to identify this risk includes age, their previous acute admissions, and the existing long-term conditions. Because of the high and growing number of people in the borough with one or more long-term conditions, stratifying the risk of patients in order to focus on those with the highest risk of admission is increasingly important. Our risk stratification has identified the following split of our registered population into the following categories:

Risk factor	National average percentage	Total
Very high risk	0.5%	1,662
High risk	4.5%	11,871
Moderate risk	15%	23,600
(Total TH population)	-	261,536
(Total TH population that are very high – moderate risk)	-	37,133

- 3.5 The model of integrated care being introduced is focusing on the Very High, High and Moderate Risk patient groups (the top 20%).
- 3.6 Interventions will be delivered via integrated multidisciplinary teams coordinated around GP practice networks and localities. This will build on the well-established locality and GP network that exists in Tower Hamlets

Resubmission of the Better Care Fund Planning Template

- 3.7 Local Authorities and Clinical Commissioning Groups (CCGs) are now required to resubmit their jointly agreed Better Care Fund Planning Template for 2015-16 to the Local Government Association (LGA) and NHS England by 19th September 2014. This is following on from HM Treasury's concern over

the Department of Health’s forecasted savings in the acute sector as a result of the implementation of the Better Care Fund and the lack of evidence in submissions (nationally) suggesting that this would occur.

3.8 As a result, NHS England has reinstated the £1bn ‘payment for performance’ aspect of the Better Care Fund, out of the £1.9bn NHS contribution. Payment will be proportionally linked to a 3.5% reduction in total emergency admissions as opposed to avoidable emergency admissions. £1.1mn out of Tower Hamlets’ allocated £20.3mn BCF funding will now be dependent on performance. It’s expected that CCGs will use any held back money to compensate for any unplanned emergency admission costs, where these arise from underperformance of BCF schemes

3.9 The £20.3mn of Better Care Fund will be used to focus on 6 areas of work. They are:

- Independent living
- Rehabilitation/Reablement
- 7 day discharge
- Integrated Community Health Teams
- Capital and Disabled Facilities Grant
- Care Act Implementation

3.10 The table below, from the guidance document (Appendix 2), highlights the changes that NHS England require Local Authorities and CCGs to make before submitting their revised Better Care Fund Planning Template:

<p>New questions</p>	<p>3) The case for change – Details of the risk stratification exercise</p> <p>4) a) b) c) d) Plan of action – Governance arrangements for the BCF</p> <p>5) Risks and contingency – list of risks and mitigation</p> <p>6) a) b) c) Alignment – Alignment of the BCF against key Local Authority and CCG documents</p> <p>8) c) Implications for acute providers – How will the BCF impact acute providers?</p> <p>Annex 1: Detailed scheme description – Details of the schemes benefitting from the BCF monies.</p>
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	Annex 2: Provider commentary
Slightly revised questions	<p>2 a) b) c) Vision for health and social care services – Vision of the local health and social care landscape in 5 years times, using JWHS and JSNA</p> <p>5) a) b) Risks and contingency – list of risks and mitigation</p> <p>7) a) Protection of social care services – how will the identified BCF schemes protect social services?</p> <p>8 a) b) Engagement – how have service users and providers been engaged with the development of the BCF?</p>
Questions which have not changed	<p>1 a) b) c) Summary details</p> <p>7) b) c) d) National conditions</p>

3.11 The listed changes to the questions in the planning template will have a minimal impact on the strategy, direction and overall outcome of the Better Care Fund Plans but will provide more detail on the schemes benefiting from the BCF funding and the agreed outcomes. The resubmitted document will follow the same approach as the April submission and will broadly have the same content.

4. COMMENTS OF THE CHIEF FINANCE OFFICER

- 4.1. The Better Care Fund is worth £3.8 billion nationally. Tower Hamlets share of this has been confirmed as £18.681m for 2014/15 and £20.367m for 2015/16.
- 4.2. The HWBB approved the Local Authority and CCGs BCF Planning Template on 24th March 2014. Following on from this the Department of Health and Local Government Association has asked all Local Authorities and CCGs to resubmit their Better Care Fund Planning Templates for 2015/16 with more narrative and detail on the proposed expenditure of the fund.
- 4.3. For 2014/15 the split of resource between the CCG (£10.367m) and the Local Authority (£8.314m) is based on existing funding streams for the different organisations. The Local Authority component comprises

Component	£'000
Section 256 Funding	5,493
Disabled Facilities Grant	800
Social Care Grant	800
Funding to plan for Integrated Transition Fund	1,221
Total	8,314

- 4.4. From 2015/16, the £20.367m total funding will go to the CCG pending joint agreement through the Health and Wellbeing Board on how the funding can be used to meet the metrics required by NHS England.
- 4.5. One of the changes in resubmitting the planning template is that £1.1m out of the £20.367m will be proportionally linked to a 3.5% reduction in total emergency admissions as opposed to avoidable emergency admissions. It's expected that CCGs will use any money held back to compensate for any unplanned emergency admission costs, where these arise from underperformance of BCF schemes.
- 4.6. Part of the planning for 2015/16 will involve a consideration of the future shape and commitments on those services within the parameters of the Better Care Fund objectives.
- 4.7. Approval of these plans by the Health and Wellbeing board are necessary to progress through the planning stages to secure the allocated funding via NHS England.

5. LEGAL COMMENTS

- 5.1 The Government proposes to provide funding to local authorities under the Better Care Fund to integrate local services. The funding is to be made available via two statutory mechanisms –
 - In 2014/2015, NHS England is to make payments under section 256 of the National Health Service (NHS) Act 2006. Such payments may be made to support social services functions, education for the benefit of disabled persons, the provision of housing and health-related functions.
 - In 2015/2016, a pooled budget will be made available upon the Council entering into an agreement with a relevant NHS body under section 75 of the NHS Act 2006. Such agreements may be entered into where arrangements are proposed which are likely to lead to improvement in the way that prescribed NHS functions and prescribed health-related functions of the Council are exercised.
- 5.2 In order to receive the Better Care funding, the Government requires the Council to submit a template document which sets out its plans for the application of those monies. The Government published guidance related to the Better Care Fund programme which indicated that the template submission should be agreed by the Council's Health and Wellbeing Board ("**HWB**"). This is consistent with the general policy, reflected in the Health and Social Care Act 2012, of giving HWBs responsibility for joint health and wellbeing strategies and the joint strategic needs assessment.
- 5.3 The joint plan was agreed by the CCG and the Local Authority and approved through the HWB on 24 March 2014, as endorsement of the plan falls within the Terms of Reference for HWB. Before submission to the HWB for final approval of the plan the Council signed off the template submission, indicating its commitment to spending almost £40million worth of funding in the manner

indicated in the plan. That commitment and sign off by the Council was a key decision for the Mayor to take, and the plan was therefore approved by Cabinet on 2 April 2014.

- 5.4 The Council's proposal complied with the Better Care Fund Planning Guidance issued by NHS England in December 2013. However, on 18 August 2014, a revised Better Care Fund Planning Guidance and technical guidance documents were issued by NHS England. The previous £1bn Payment for Performance framework was revised so that the proportion of the £1bn that is now linked to performance is dependent solely on an area's scale of ambition in setting a planned level of reduction in total emergency admissions (i.e. general and acute non-elective activity). The national planning assumption is that this will be in the region of a 3.5% reduction against the baseline detailed in the technical guidance.
- 5.5 NHS England required that local authorities resubmit their revised submissions in accordance with the new Guidance by 19 September 2014. The requirements for agreement by HWB and sign off by the Council remain, which presents a very tight timescale given the late publication of the revised Guidance.

6. ONE TOWER HAMLETS CONSIDERATIONS

- 6.1. When planning for integration of health and social care functions, the Council and its committees must have due regard to the need to eliminate unlawful conduct under the Equality Act 2010, the need to advance equality of opportunity and the need to foster good relations between persons who share a protected characteristic and those who don't. An Equality Analysis has been undertaken for the Better Care Fund which is attached in Appendix 3

7. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT

- 7.1 N/A

8. RISK MANAGEMENT IMPLICATIONS

- 8.1. Details of the most important risks and plans to mitigate them have been included in the Better Care Fund Planning Template (Section 4)

9. CRIME AND DISORDER REDUCTION IMPLICATIONS

- 9.1 N/A

10. EFFICIENCY STATEMENT

- 10.1 Details within the submission document
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Appendices and Background Documents

Appendices

- Appendix 1: Tower Hamlets Final Better Care Fund Planning Template
- Appendix 2: Revised Better Care Fund Guidance Document
- Appendix 3: Better Care Fund Equality Analysis

Background Documents

If your report is a decision making report, please list any background documents not already in the public domain including officer contact information.

- None