

**Report for:** Health and Wellbeing Board

**Title:** Approval of Haringey Better Care Fund (BCF) 2019-20  
Submission to NHS England

**Report authorised by:** Beverley Tarka, Director of Adults and Health  
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**Ward(s) affected:** All

**Report for Key/  
Non Key Decision:** N/A

## 1. Describe the issue under consideration

- 1.1. This report seeks ratification of the nationally mandated submission of the Haringey Better Care Fund 2019-20 Plan to NHS England no later than 27<sup>th</sup> September 2019. As a result of the statutory timescales, the submission has been signed-off in advance by the Chair of behalf of the Health & Well-Being Board.
- 1.2. Haringey CCG, the London Borough of Haringey (LBH) and their partners are working together to construct and agree plans for integrating health and social care for 2019-20 and beyond, including those discussed as part of the NHS Long-Term Plan. This has led to the development of a number of proposed strategies, including Haringey's Ageing Well Strategy, which is the subject of a separate paper.
- 1.3. The BCF Plan is one of the main vehicles to fund plans for integration, as it is underpinned through a Section 75 agreement to pool funds between CCG and LBH to support integrated schemes. The current plan and the schemes included within them (Appendices 1 & 2) were developed through the BCF Plan governance structure (which includes health and social care providers, clinicians, voluntary and community sector and public representatives) and the emerging Haringey Borough Partnership.
- 1.4. The narrative for the BCF Plan for 2019/20 builds on progress in previous years and discusses how:

- We will apply an agreed set of principles to joint development and delivery of integrated health and care solutions to deliver a more person-centred approach to care. This includes implementation of an approach to care that matches the health and care needs of individuals to the anticipated response. We will encourage and facilitate access to improved advice, information or early help via community-based solutions for the larger pool of people whose needs are less complex; and, at the same time, we will also ensure the smaller group of patients with more complex needs have a more coordinated multi-disciplinary response to care planning and delivery. However, both of these approaches will be delivered in a more person-centered and targeted way.
- We will improve our integrated health and care system in the Borough as part of Haringey's response to the NHS Long-Term Plan, such as development of multi-disciplinary primary care and integrated care networks, which will deliver health and care closer to home at a Borough and neighbourhood footprint.
- We will also work with our wider set of partners, such as Connected Communities, housing and the voluntary sector, to ensure our plans are aligned with wider planning to strengthen communities. To enable this, we have increased investment in early help and prevention in the 2019/20 BCF Plan, as we intend to work with health partners to better target and work with people with care and support needs.
- We will ensure there's a 'golden thread' connecting care solutions across differing geographical footprints so there's a coherent picture of support across North Central London, Borough and neighbourhood footprints;

1.5. As part of the 2019/20 commitments, we have increased investment in:

- An early intervention and prevention project between Connected Communities and NMUH to provide targeted advice, information and support to patients, families and visitors on a variety of issues, such as improving health and well-being, finance and housing;
- Multi-agency intermediate care services to 'step-up' particularly older people to prevent hospitalisation as they approach a crisis or facilitate timely discharge of hospital patients ('step-down') to home or in a care home placement to recover their health and functional abilities;
- Joining up and improving the quality of care and support for care home residents in Haringey's care homes through an Enhanced Care Home Model.

## 2. Cabinet Member Introduction

2.1 Not applicable.

### 3. Recommendations

- 3.1. The Health and Wellbeing Board is asked to approve the Haringey Better Care Fund (BCF) 2019-20 Plan attached as Appendix 2 and which sets out:
- The Haringey vision for integration of health and social care, how this is aligned with the Borough Plan and with NHS Long-Term Plan;
  - How Haringey meets the four national BCF Plan Conditions;
  - The list of schemes fully or partly funded through the BCF Plan that have been agreed across Haringey CCG and the London Borough of Haringey (LBH) to deliver the vision for health and social care;
  - That Haringey is meeting all of the BCF Funding Contributions
  - Confirmation that targets for the 4 BCF outcome measures have been set and how the Plan will positively influence these measures.

### 4. Reasons for decision

- 4.1. The Better Care Fund (BCF) is a national programme to support integration of health and social care, to protect the independence of residents and to improve outcomes for local people. It is welcome, and in line with the Borough Plan and the discussions to shape a borough partnership for Haringey, that there is an increased focus on prevention, early intervention and community solutions in the guidance. This emphasis has been taken through into the development of the Plan to reflect local partners' view that these elements are of critical importance in creating a sustainable health and care integrated offer, which goes beyond transfers in an out of hospital.
- 4.2. The Plan is also a well-established vehicle for integration in Haringey. It has made a number of positive impacts on supporting people in Haringey to have healthy, long and fulfilling lives, including:
- a. Over 1,000 reablement episodes were available to adults in 2019/20. LBH's Reablement Service provides short-term (<6 weeks) intensive therapy to help people recover their ability to undertake daily living, such as washing or getting around their home, after a crisis and/or hospital episode, e.g. due to a fall;
  - b. The majority of these individuals were aged 65+, and, of these, 75% were at home for 91 days after hospital discharge, i.e. as opposed to returning to hospital or being admitted to a care home – a national BCF Plan metric. We anticipate both the number of people using the service and the proportion of people at home will increase as part of our plans for 2019/29;
  - c. Improvements in access to support for those patients who need public-sector health or social care support after a spell in hospital through the Council-run Single Point of Access (SPA). SPA works with multi-agency acute, CCG, Community Health and LBH staff to triage patients into a 'discharge and assessment pathway' according to their need so they can then access

solutions such as bed- or community-based short-term intermediate care/reablement to help them recover their health and functional abilities;

- d. A 21% reduction in the rate (per 100,000 people) of delayed days for the transfer of care (discharge) from hospital – a national BCF Plan metric. This measures the extent to which, for whatever reason, a patient's discharge is delayed. The further improvement to our integrated multi-agency discharge pathways (including SPA) in 2019/20 and investment from BCF Plan (and System Resilience funding to help winter planning) supported this improvement;
- e. A 21% reduction in the rate of injuries due to falls in people aged 65+ per 100,000 population. This was due to a greater preventative solutions in the community and in care homes, e.g. increased access to strengthening physical activities as part of LBH's Strategy;
- f. Over 1,000 people accessing the multi-disciplinary Rapid Response service (usually responding within 4 hours) to treat people who are nearing, or at, a health crisis at home for up to 5 days following referral via a care professional. The service ensures people don't need to go to A&E unnecessarily;
- g. 475 people were supported to community-based solutions that might help them through Local Area Coordinators operating in 2 areas of the Borough. The Coordinators' role is to connect vulnerable people to these services and provide support to them. This model has recently been independently and positively evaluated, and the Council is about to expand to other areas in the Borough.

4.3. Haringey CCG, the London Borough of Haringey (LBH) and its partners have been working together to construct and agree plans for integration of health and social care for 2019-20 and beyond, including those discussed as part of the NHS Long-Term Plan, and this has led to the development of a number of proposed strategies, including Haringey's Ageing Well Strategy. The BCF Plan has been developed through the BCF Plan governance structure (which includes health and social care providers, clinicians, voluntary and community sector and public representatives) and the emerging Haringey Borough Partnership. Haringey's BCF Plan 2019/20 has therefore been informed by this engagement. The Plan was presented to the Finance & Performance Partnership Board (of which the Health & Well-Being Board Chair is a member) on 18<sup>th</sup> September for formal sign-off prior to the submission date (27<sup>th</sup> September) on behalf of the Health & Well-Being Board.

4.4. The information presented in the BCF Plan should give the Haringey Health and Wellbeing Board the assurance Haringey is maintaining its commitment to progress health and social care integration to deliver the vision of the Haringey

BCF Plan in light of local and national strategies and plans, such as NHS Long-Term Plan, Borough Plan and Haringey's Ageing Well Strategy.

## 5. Alternative options considered

5.1 Not applicable.

## 6. Background information

6.1. Haringey must submit a Better Care Fund (BCF) Plan for 2019-20 and this must be approved by the Health and Wellbeing Board even if post-submission (given the timescales for HWB meeting), as per NHS England guidance.

6.2. As part of national guidance, Haringey CCG is expected to make a Minimum Contribution to the Haringey BCF Plan. This minimum contribution to the BCF Plan must spend a certain amount on out-of-hospital services and support for adult social care as part of the national conditions. These figures are £5.343m for out of hospital services and £6.175m to support social care for 2019/20. Collectively, the schedule of schemes funded or proposed to be funded through the BCF Plan in 2019/20 meet this criteria (Appendix 3).

6.3. There are also additional grants, which represent LBH's contribution, within the overall BCF Plan, namely:

- Improved Better Care Fund (iBCF) which is used to meet the growing demand for care packages and reduce the financial risk for LBH;
- LA Winter Pressures which is used to mitigate increased demand within the social care system particularly during the winter;
- Disabled Facilities Grant which is used to fund major adaptations to LBH clients' properties (regardless of tenure type) to support them to live at home for as long as possible.

6.4. Table 1 shows the changes in each element of the BCF Plan between 2018/19 and 2019/20.

| BCF Plan Element         | 2018/19            | Revised 2019/20    | Increase 2019/20 - 2018/19 |
|--------------------------|--------------------|--------------------|----------------------------|
| DFG                      | £2,187,962         | £2,360,942         | £172,980                   |
| iBCF                     | £7,097,300         | £8,369,874         | £1,272,574                 |
| Winter Pressures Grant   | £1,148,202         | £1,148,202         | -                          |
| Minimum CCG Contribution | £17,699,598        | £18,800,956        | £1,101,358                 |
| <b>TOTALS</b>            | <b>£28,133,062</b> | <b>£30,679,974</b> | <b>£2,546,912</b>          |

**Table 1 - Uplifts in Haringey BCF Plan Funding 2018/19 and 2019/20**

6.5. Areas must meet four national conditions in order for their BCF plans to be approved. Haringey meets all the national conditions:

| Condition  | Definition   |
|--|--|
| 1. Jointly agreed plan   | The Haringey BCF Plan 2019/20 and its related strategies such as the Ageing Well Strategy has been developed with the engagement of all stakeholders including LBH, Haringey CCG, health and social care providers, community and voluntary sector, and public, service users and carers via governance structures.  |
| 2. Social care maintenance   | Nationally, a certain proportion of the Minimum CCG Contribution should be used to support adult social care. In Haringey, this equates to a minimum of £6.175m to support social care for 2019/20. The total spend on the schemes in Appendix 3 exceeds the minimum level.  |
| 3. NHS commissioned out-of-hospital services                                     | Nationally, a certain proportion of the Minimum CCG Contribution should be used to support adult social care. In Haringey, this equates to a minimum of £5.343m to out-of-hospital services for 2019/20. The total spend on the schemes in Appendix 3 exceeds the minimum level to emphasise the importance of hospital interface and community services.    |
| 4. Implementation of the High Impact Change Model for Managing Transfers of Care | The Haringey BCF Plan 2019/20 articulates a range of actions in line with the High Impact Change Model to reduce Delayed Transfers of Care from North Middlesex Hospital; Whittington Hospital; and Barnet, Enfield and Haringey Mental Health Trust. This builds on existing progress Haringey has made in implementing discharge and assessment processes. |

6.6. The schemes proposed to be funded through the BCF Plan are listed in Appendix 3 divided into sections associated with Haringey’s Ageing Well Strategy. The majority of these schemes are existing services which we are continuing to fund in 2019-20.

6.7. However, Appendix 3 also includes a number of additional schemes (in green highlighted cells) Haringey CCG and LBH executives have proposed could be funded through the £1.1m uplift in the Minimum CCG Contribution between 2018/19 and 2019/20. As part of national guidance, £258k of this £1.1m uplift must be spent on supporting adult social care.

6.8. In agreeing these new investments, Council and CCG executives discussed proposals, with each one considered against a number of criteria for inclusion, namely the extent to which each proposal fitted with national conditions, promoted local integration of services and was able to be mobilised quickly or was an

expansion of an existing service/contract arrangement. Proposals the CCG and Council agreed were the best fit to the above criteria are included in Appendix 3 (green cells). Given the short-term nature of the BCF Plan funding, all of the proposals are only up to the end of March 2020.

6.9. The Haringey BCF 2017-19 Plan outlines the targets NHSE has set Haringey or Haringey’s executives has set for the four national outcomes BCF is expected to deliver. They are in line with individual Council and CCG existing targets:

| Outcome  | 2019-20 Target  |
|--|---|
| <b>Non-Elective Admissions (NEAs) – All Ages</b>                             | 2% reduction in rates (NB: Provisional Target set by NHSE)  |
| <b>Delayed Transfers of Care (DTC)</b>                                       | <17 delays per day (set by NHSE)                            |
| <b>Council-Funded Residential/Nursing Care Home Admissions of People 65+</b> | 0% increase   |
| <b>Reablement effectiveness – 91 days still at home for people 65+</b>       | 80% for 2019/20, i.e. a +5% improvement on 2018/19 out-turn |

6.10. The Plan and its investments will support two particular performance areas:

- *Reducing the number of non-elective (emergency) admissions to hospital per 100,000 population.* Haringey was unable to meet its target in 2018/19 – the outturn was a 4% increase compared to 2017/18. This was largely driven by increased admissions of older people (particularly at NMUH). Action was taken to improve this position from January with partners through additional investment from System Resilience funding, and this will continue into 2019/20 through improvements and additional BCF Plan investment in specific areas, such as expanding Rapid Response. The latest development is NMUH’s ‘Frailty Hot Floor’ with partners to better triage and address the needs of older people presenting to A&E to avoid admission to a hospital bed. As a result of these improvements, there was a 4% and 3% decrease in the number of all-age and 65+ admissions, respectively, between April – June 2018 and 2019;
- *Reducing the need for Council-funded residential and nursing care home per 100,000:* This increased by 11% between 2017/18 and 2018/19. This was largely due to a larger proportion of (particularly 85+) people admitted at a later stage in life than in 2017/18 because they were better supported at home for longer. This meant that whilst their overall utilisation remained the same, more people were being admitted to local care homes. The BCF Plan in 2019/20 will increase investment in intermediate care services and SPA. This will increase capacity to support individuals to access convalescence and

rehabilitation services first to increase their likelihood of being able to return home. As a result, the number of residential and nursing care home admissions has already started to decrease in 2019/20.

- 6.11. Haringey BCF Plan is governed through the BCF governance structure. This includes monthly highlight reports to the Integrated Care (Adults) Group and Programme Board and quarterly finance and performance reports to the Finance and Performance Partnership Board who provide oversight and scrutiny.

## 7. Contribution to strategic outcomes

- 7.1. The BCF Plan will contribute to objectives within both the Place and People Themes of the new Borough Plan

7.2. Place Theme: *A place with strong, resilient & connected communities where people can lead active and healthy lives in an environment that is safe, clean and green.*

7.3 People Theme: *Our vision is a Haringey where strong families, strong networks and strong communities nurture all residents to live well and achieve their potential.*

### 7.4 Policy Implication:

- 7.4.1 Haringey's BCF Plan is one of the key plans for the London Borough of Haringey (LBH) and Haringey CCG. In particular it supports and helps deliver:

- North Central London Sustainability and Transformation Plan;
- LBH Joint Health and Well-being Strategy and is line with Haringey's Joint Strategic Needs Assessment;
- Priority 2 (People) of Haringey's Borough Plan 2019-2023;
- Haringey CCG Operating Plan
- Priority 2 (Integration) of Haringey CCG's Strategic Priorities
- National NHS Long-Term Plan within Haringey.

## 8. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)

### 8.1 Finance

- The Better Care Fund (BCF) is a pooled budget of £30.7m between the London Borough of Haringey (LBH) and Haringey Clinical Commissioning Group (CCG), as shown in Table 1.
- The purpose of the fund is to enable integrated working across Haringey CCG, LB Haringey and its partners to ensure the best value for money is



achieved, across the agreed projects, as listed in the BCF Planning template.

- The funding has been allocated jointly by LBH and Haringey CCG in accordance with the aims and objectives of the plan.

## **8.2 Legal**

- 8.2.1 The Health and Wellbeing Board responsibility include promoting and coordinating joint commissioning and integrated provision between the NHS, social care and related children's and public health services in Haringey.
- 8.2.2 The 2019-20 Better Care Fund: Policy Framework (April 2019) requires that the local BCF Plans for 2019-20 are signed off by the Health and Wellbeing Board as part of the assurance and approval process (Paragraph 2.19).

## **8.3 Equality**

- 8.3.1. An Equalities Impact Assessment (EIA) was completed for the whole BCF Programme in December 2014. However, this is currently being updated in October 2019 in view of the revised BCF Plan and accompanying Ageing Well Strategy.
- 8.3.2. The overall outcome is to continue with the programme as there were a number of perceived benefits to people with protected characteristics. The assessment highlighted a particularly positive impact on older people (over 65), disability (including mental health), gender and ethnicity.
- 8.3.3. These positive impacts were mainly due to: the cohort of patients and services users that will be the main beneficiaries; the delivery of services in people's homes; working in a service user centred way to define health and social care goals; and the intention to improve health and well-being. No negative impacts were highlighted.

## **9. Use of Appendices**

- 9.1. Appendix 1: Record of the Committee Chair's Urgent Action;
- 9.2. Appendix 2: Haringey's BCF Plan 2019-20 Completed Planning Template;
- 9.3. Appendix 3: List of Schemes Funded through BCF Plan 2019-20.

## **10. Local Government (Access to Information) Act 1985**

10.1. Previous years' BCF Plan documents, including the original Equality Impact Assessment, can be found at:

<http://www.haringeyccg.nhs.uk/about-us/better-care-fund.htm>