

**4 March 2019****Agenda Item: 6****REPORT OF THE SERVICE DIRECTOR FOR SOUTH NOTTINGHAMSHIRE,  
ADULT SOCIAL CARE AND HEALTH****2018/19 PROGRESS UPDATE ON USE OF THE BETTER CARE FUND CARE  
ACT ALLOCATION (RECURRENT AND RESERVE), THE IMPROVED BCF,  
THE WINTER PRESSURES GRANT AND APPROVAL OF POSTS REQUIRED  
IN 2019/20****Purpose of the Report**

1. To advise Committee on progress with the projects and schemes supported by the Better Care Fund (BCF) Care Act Allocation, the Improved BCF, and the Winter Pressures Grant in 2018/19.
2. Dependent upon the Health and Wellbeing Board approving the BCF Plan on 6th March 2019, approval is sought to utilise the Winter Pressures Grant 2019/20 to establish or extend posts that enable the delivery of these schemes where required.

**Information****Background to the Better Care Fund**

3. This report covers the BCF Care Act Allocation, the Improved BCF and the separate Winter Pressures Grant. The majority of this allocation has already been approved via the appropriate Committee. The relevant committee reports that originally established the schemes and posts referred to in this paper are available as **Background Papers**. In 2018/19 the Winter Pressures funding was allocated as a separate grant, from 2019/20 it forms part of the BCF pooled budget and plan requiring approval by the Health and Wellbeing Board.
4. In 2015 central government re-purposed the existing NHS Support to Social Care funding into an allocation specifically for the implementation of the Care Act, 2014. The BCF Care Act Allocation was originally established until 31st March 2019 and has now been extended with an inflationary uplift for a further year pending a wider review of the BCF and funding of adult social care. The amount of the inflationary uplift is still to be confirmed and will be used to fund salary increases as appropriate.
5. The grant conditions for the Improved BCF are that it is to be spent on: (i) adult social care and used for the purposes of meeting adult social care needs, (ii) reducing pressures on the NHS, including supporting more people to be discharged from hospital when they are

ready, and (iii) stabilising the social care provider market (including residential homes, care homes and home care).

6. Planning for use of the additional temporary money also considered the principles of the Council's Adult Social Care Strategy, as well as supporting current programmes focused on the transformation of social care provision and the delivery of savings of £102 million from the adult social care budget (from 2011/12 to 2018/19). The Adult Social Care Strategy seeks to manage demand and cost by promoting independence and wellbeing, ensuring value for money, and promoting choice and control.
7. The funding is also intended to support councils to continue to focus on core services, including helping to cover the costs of the increase in the National Living Wage (NLW). The NLW uplift is expected to benefit up to 12,500 social care workers in Nottinghamshire. Along with the 'Fair Price for Care' residential/nursing home uplift of rates in 2018/19, the total costs of both of these amounted to £5.851m. The funds can also be used for adult social care services which could not otherwise be maintained in the context of national funding reductions, as well as for investing in new services such as those which support prevention and best practice in managing transfers of care. Data indicates that the Council's approach to supporting people to (re)gain/retain their skills, independence and confidence at every opportunity has been successful, for example at the end of 2015, 223 more packages of ongoing care and support were provided either in the community or in residential nursing care than at the end of 2018. As well as the extra costs described earlier in this paragraph, the demographic increase in numbers of people living longer with multiple long term conditions means that the people who do require care and support now need significantly larger packages of support, often provided by staff with specialist skills. It is a positive that advances in health intervention and technology means that people are now living longer with one or more long term condition that impacts on them, however, whilst the Council is able to work with people with less needs to become more independent, when people develop very complex needs they are more likely to require significant additional levels of care and support.
8. On 2nd October 2018 central government announced a Winter Pressures Grant of £3.527 million for Nottinghamshire to be focussed on reducing delayed transfers of care, helping to reduce extended lengths of stay in hospital, improving weekend discharge arrangements so that patients are assessed and discharged earlier, and speeding up the process of assessing and agreeing what social care is needed for patients in hospitals. The requirement is for the money to be used within 2018/19, so it is available only for use up to the end of March 2019. In the Budget of 29th October 2018 central government announced that the Winter Pressures Grant would be repeated at the same amount in 2019/20, however this time it is required to cover the full financial year, not four months as in 2018/19.
9. All the BCF Care Act Allocation and Improved BCF plans must be approved by the Nottinghamshire Health and Wellbeing Board (HWB). The Council submits quarterly monitoring reports on progress with the plan to the BCF Steering Group and to the Department of Health and Social Care.
10. The plan proposed in this report has been shared with and is supported by the relevant Clinical Commissioning Group Chief Officers as well as the partners in the Accident & Emergency Delivery Boards for the three planning areas of South Nottinghamshire, Mid Nottinghamshire and Bassetlaw. The Council submits quarterly monitoring reports on

progress with the plan to the BCF Steering Group and to the Department of Health and Social Care.

## **2018/19 Progress Update**

11. All the recurrent BCF Care Act Allocation for 2018/19 and all the 2018/19 Improved BCF is forecast to be spent in this financial year. There is a small amount of money remaining in the BCF Care Act Reserve and the balance will remain in the Reserve to be used in future years.
12. Nottinghamshire adult social care has received national commendation for continuing to exceed its delayed transfer of care (DToC) target, delivering on the requirement to reduce pressures on the healthcare system. In November 2018, Nottinghamshire County Council was announced as the top performing local authority in the country that month for avoiding delayed discharges and has consistently been in the top 20 list of performers over the last year. Several BCF-supported projects and schemes have contributed to this success including the Short-Term Assessment & Reablement Team (START), the Home First Rapid Response Service, and the additional social workers working in hospitals within integrated discharge arrangements.
13. The Home First Response Service (HFRS) which commenced in December 2017 is a short term rapid response service for up to a maximum of 14 days to facilitate timely discharge from hospital or to prevent unnecessary admission to short term care or hospital due to a temporary crisis at home. The service is a county-wide service and delivered by one provider, Carers Trust East Midlands, to ensure consistency and flexibility. The service has been very successful at supporting social care to avoid delays discharging people from hospital, as well as enabling more people to go directly back to their own home, rather than a short term bed. From mid-December 2017 to the end of December 2018 1,395 people have been referred into HFRS. Over 75% of referrals were to expedite hospital discharge. It is difficult to suddenly recruit homecare staff for a short period of time of winter and as part of the 2019/20 winter plan it is therefore proposed to prioritise the allocation of £833,000 from the Winter Pressures Grant to maintain this increased capacity for the service of a minimum of 145 episodes of care per month until March 2020.
14. The Nottinghamshire health and social care community is also recognised as being at the forefront of developments in the automation of information exchange between providers, enabling integrated working practices and seamless pathways for service users. The BCF-supported Interoperability programme is working closely with 'Connected Nottinghamshire' (which creates and develops the technology strategy for the County) to develop and implement a range of projects that will reduce delays, improve decision making and realise efficiencies.
15. The BCF has also supported the development of preventative resources to support community resilience. This work aims to improve people's health and wellbeing and avoid or delay the need for health and social care services. The Age Friendly Notts Team and the Co-Production Team have worked with local groups and volunteers to establish over 70 self-supporting social groups, activities and events across the County. These approaches are being shown to have an effect on reducing social isolation, with Nottingham Trent University having given a positive early evaluation of the Age Friendly approach.

16. Approximately 4,900 (April to December 2018) Nottinghamshire residents have been helped with an early intervention to address their needs and prevent escalation to requiring Council funded care. The 'Moving Forward', 'Brighter Futures' and 'CONNECT' services have helped vulnerable older adults and adults with learning difficulties or mental health issues, to achieve positive outcomes in housing, social connectivity, benefits/money management, healthy lifestyle and training/employment areas. Alongside these external services, the department's in-house Promoting Independence Workers (PIWs) operating within the Notts Enabling Service (NES) have offered hands-on short term assistance to 550 vulnerable younger adults in the same period, boosting their skills, community connections and resilience, saving an estimated £340,000 (April to December 2018) through avoiding the need for traditional packages of care.
17. Along with the financial uplift for social care providers the BCF has supported the development of the social care market by enhancing the work of the Quality & Market Management Team to help improve the quality of service provision, funding the coordination and development of training of staff in the sector through the work of the Optimum Team, and growing the number and quality of micro-providers and Personal Assistants through the work of the Direct Payments Team.
18. As core funding has not kept pace with cost pressures for both younger (YA) and older adults (OA) these pressures have been partly met by the BCF. The pressure on YA budgets has resulted from rising demographic demand for care and support services for younger adults with learning disabilities, mental health needs and autism spectrum disorders. The national policy under the Transforming Care Programme to move people with complex needs out of long stay hospitals into smaller scale community provision has also meant more people require bespoke community provision to meet their needs. The pressure on OA budgets has resulted from increasing numbers of people living into older age, along with an increase in the number of years that older adults spend living with complex needs. The prevalence of people diagnosed with dementia is set to increase by 35% by 2025. In addition to funding additional reablement/Home First episodes and staffing within the hospitals/assessment teams, the Council's plan for the current winter money also included allocating more funding to additional care packages (to enable efficient discharge from hospital). These packages have an ongoing requirement to be funded and so it is proposed to allocate £2.692m of the 2019/20 Winter Pressures Grant to fund community and residential/nursing care placements to help meet these demands.
19. The Improved BCF has also supported the implementation of the Department's transformation plans. These seek to embed new ways of working that enable the Council to support more people to gain and retain their independence wherever possible and thereby provide more tailored support to the increasing numbers of people with complex needs. In 2018/19 Adult Social Care is forecast to deliver £13.068m of recurrent permanent savings to close the gap resulting from central government funding reductions; £4.499m of this is a combination of additional and early delivery of future savings, which has been possible through the additional resources funded by this money. It has also enabled the department to put forward further savings for the coming years which have been approved by Committee during this year. This takes the total planned savings from 2019/20 to 2021/22 to £16.817m. The posts supported by the BCF include frontline Social Work Practitioners, Occupational Therapists, Finance Officers, as well as project and programme management capacity supporting the transformation of adult social care.

20. On 14th December 2018 the department submitted its Winter Pressures Grant national return indicating that between November 2018 and March 2019 the funding would support an extra 107 home care packages across the County, equating to an extra 27,895 hours of home care, and an extra 18 care home placements. Within one month of the plan for the use of the Grant being approved, the department had recruited to 72% of the additional 70 short-term posts planned for, whilst the first national performance return submitted on 7th February 2019 showed that the extra number of care packages supported by the Grant was higher than anticipated. The Council ensures equity of use of the Grant across the County and the three acute hospital systems whilst tailoring this flexibly to local circumstances and demand to consistently deliver on the Grant criteria and objectives.
21. In addition to the national monitoring requirements the department has instigated its own range of quantitative and qualitative indicators to monitor performance in the areas that the Grant has been deployed and will be able to report in more detail on the outputs in the spring.

## **2019/20 Plan**

22. The national allocation and apportionment of the Improved BCF is already in place until March 2020. The BCF Care Act Allocation was due to be superseded in 2019/20, however the delay to the wider national review in 2019 of the BCF and social care funding has meant that this allocation will now be carried-over with an inflationary uplift for another year. Nearly all the schemes supported by these elements of the BCF are already approved, established and/or recurrent and therefore need to be carried-forward for another year; there are no substantial additions or alterations to approve.
23. The Winter Pressures Grant that supported a four-month work programme in 2018/19 is to be carried over at the same level in 2019/20, this time supporting a full year's plan. Consequently, a much smaller number of schemes can be supported by the Grant and the department has had to prioritise those schemes to be continued and it is also proposed that £1.000m is used from the BCF Reserve to facilitate continued capacity alongside the Grant.
24. The various fund totals are allocated as shown in **Table 1** below. A more detailed and full breakdown of all the schemes funded by the funds is shown at **Appendix 1**. On 6th March the Health and Wellbeing Board will be considering for approval the remaining elements within the BCF that have not already previously been approved or that require an extension. This covers the whole Winter Plan 2019/20 as set out in **Appendix 1, Table 6**, which includes £1,954,331 towards the Council's Adult Social Care Transformation Team to continue to deliver the current and future savings required as described earlier in **paragraph 19** and £89,876 towards the Nottingham/Nottinghamshire Integrated Care System for the Council's share of the contribution to the programme management required to run it.

## **Nottingham/Nottinghamshire Integrated Care System**

25. Nottingham/Nottinghamshire was chosen as one of the first areas in the country to develop what is known as an Integrated Care System (ICS). An ICS brings together local NHS partners, councils and the voluntary sector to align and join up how services are delivered in order to best provide support and care to people who need it within their homes and communities. Being an ICS provides greater opportunities to manage local services and invest in what is known to work best for local people: such as focusing on preventing

illnesses and providing more services near where people live. Examples of achievements from this approach include: improved identification of people at risk of stroke resulting in the prevention of 44 strokes and 12 potential deaths; the enhanced care approach to people living in care homes has resulted in a one-third reduction in people in care homes attending A&E. Instead people have been able to remain in their home to have their health needs met. Future plans include work to: increase the number of people diagnosed with cancer who go on to lead healthy lives; reduce local numbers of strokes and heart attacks and ensure better access to GPs, hospital doctors and Accident and Emergency services when that is the service people need.

26. Adult Social Care and Public Health Committee is therefore being asked to make the decision to establish/extend the Nottinghamshire County Council posts described in **paragraphs 28 to 35** and summarised in **Table 2**, dependent on these plans being approved by the Health and Wellbeing Board on 6th March 2019.

**Table 1**

<b>2019/20</b>	<b>Budget</b>	<b>Committed</b>	<b>Reserve</b>
BCF Care Act Allocation	£2,060,996	£2,060,996	£0
BCF Care Act Reserve	£2,449,575	£2,436,739	£12,836
Improved BCF	£26,505,000	£26,505,000	£0
Winter Pressures Grant	£3,527,000	£3,527,000	£0

27. The final revised 2019/20 national planning guidance for the Care Act BCF and Improved BCF has not yet been published so the proposed plan is based on last year's guidance. If the revised guidance requires an adjustment to the plan, approval is being sought from the Health & Wellbeing Board to respond appropriately with delegated authority for the Corporate Director of Adult Social Care and Health in consultation with the Chair and Vice Chair of the Health and Wellbeing Board to act on behalf of the Board in this matter.

## **Posts requiring approval or extension to deliver the plan**

### **Additional Occupational Therapy Staff**

28. 3 FTE Occupational Therapists (OT) from the Council's Re-ablement service have been working within the three acute hospital integrated discharge arrangements over winter 2018. They have been screening referrals into Reablement, home care and the Home First Response Service with the aim of ensuring referrals are made appropriately, and social care capacity is used effectively. The work includes skills-sharing with health-sector Hospital OTs, for example on types of equipment that can safely support single homecare workers to move people without needing two staff.
29. This approach has helped to maximise people's independence at point of discharge which in turns means that more people require less service support at the point that they return home from hospital. Approval is sought to extend these posts from April 2019 to March 2020 using the Winter Pressures Grant.
- Extend 3 FTE temporary Occupational Therapist (Band B) posts, 1/4/19 to 31/3/20: £136,846

## **Additional Social Worker Staff in District Community Mental Health Teams**

30. The addition of these posts has ensured that all Section 117 aftercare discharge planning is completed in a timely way to facilitate discharge from psychiatric inpatient wards for those people detained on a Section 3 of the Mental Health Act (MHA). This includes scrutiny to ensure the most appropriate support plan is in place, sourcing mainstream housing, homecare, supported living and residential options, as well as liaison with CCGs to ensure health needs assessments are undertaken to establish if the criteria for health funding is met. They are also to avoid delays for all discharges from psychiatric wards and that social circumstances reports are completed for, and represented at, MHA tribunals. Approval is sought to extend these posts from April 2019 to March 2020 using the Winter Pressures Grant.

- Extend 3.5 FTE temporary Social Worker (Band B) posts, 1/4/19 to 31/3/20: £159,651

## **Additional Social Worker, Community Care Officer and OT Staff to Support Assessment and Discharge Planning**

31. Additional Social Work, Community Care Officer and Occupational Therapy posts were approved in the Winter Pressures Grant 2018 to support flow through the hospital systems countywide and include additional capacity to roll out 7-day integrated discharge team working and additional admissions avoidance work at the hospital front door at Bassetlaw Hospital. Due to the short timescales to deliver this extra capacity over winter, agency staff were used to fill these posts. There is an ongoing need for this additional capacity which can now be funded to and recruited into temporary posts for one year. The agency posts have been reviewed to ensure the most appropriate mix of qualified and unqualified roles therefore approval is sought to extend the following posts to March 2020 using the Winter Pressures Grant.

- 1.5 FTE temporary Social Worker (Band B) posts to 31/3/20: £68,422
- 3 FTE temporary Community Care Officer (Grade 5) posts, to 31/3/20: £97,997

32. As a result of reviewing the best skill mix, the difference from the 2018/19 plan is for 1.4 FTE Community Care Officer posts and 1 FTE Occupational Therapist post instead of extending 2 FTE of the existing Social Workers requested in November 2018.

The establishment of the following:

- 1 FTE temporary Occupational Therapist (Band B) post, 1/4/19 to 31/3/20: £45,615
- 1.4 FTE temporary Community Care Officer (Grade 5) posts, 1/4/19 to 31/3/20 £45,615.

## **Additional short term assessment, therapy and brokerage capacity for 4 months over winter**

33. Short-term additional social care assessment, therapy and brokerage capacity will be again required during the pressured winter months to support winter planning with system partners. As part of the plan, it is proposed to allocate £89,857 for this extra capacity from December 2019 to March 2020. The exact roles and place for these need to be planned in tandem with partners in order to be able to respond and pick up referrals to social care from their short term additional services which may be based in the hospital,

residential/nursing care homes or in the community and ensure flow through services. The staffing required for this will therefore be brought back to Committee for approval later in 2019.

### **Additional Occupational Therapy Capacity to support reviews of packages of care and support**

34. Additional OT capacity was added to the Countywide Reviewing Team in winter 2018 to review intensive home care packages for all ages, to promote independence and utilise specialist equipment and technology, to support people with one carer instead of two wherever possible.
35. Custom and practice for many years has been to provide two carers to operate moving and handling equipment. Health and Safety legislation indicates that moving and handling should be individually risk assessed, based on the person's needs, the environment and the task. There have been significant improvements in the type of equipment that can be used for moving and handling over the past five years and a research evidence base to support Single Handling Care has evolved. The benefits of single handling care reviews are improved outcomes for the service user and their carers, release of home care capacity and cost savings to the department due to reduction in care and support packages. The 2018/19 Winter Plan requested 1 FTE qualified Occupational Therapist. A review identified that the work can be undertaken by Community Care Officer Occupational Therapists, supervised by existing qualified OTs. This provides additional capacity to work with more people for the same amount of funding and is a good career progression opportunity. Therefore, instead of 1 FTE OT post, approval is requested to establish 1.4 FTE Community Care Officer Occupational Therapist posts from April 2019 to March 2020 using the Winter Pressures Grant.
  - Establish 1.4 FTE temporary Community Care Officer Occupational Therapist (Grade 5) posts, 1/4/19 to 31/3/20: £45,616

### **Other Options Considered**

36. Each proposal for extending existing posts/schemes has had a robust business case completed which included consideration of options.

### **Reason/s for Recommendation/s**

37. All business cases have been scrutinised by the Senior Leadership Team to prioritise selection of only those that evidence that they best meet both the grant criteria and deliver the Department's core strategic objectives and savings requirements.

### **Statutory and Policy Implications**

38. This report has been compiled after consideration of implications in respect of crime and disorder, data protection and information governance, finance, human resources, human rights, the NHS Constitution (public health services), the public sector equality duty, safeguarding of children and adults at risk, service users, smarter working, sustainability and the environment and where such implications are material they are described below.



Appropriate consultation has been undertaken and advice sought on these issues as required.

### **Financial Implications**

39. This report is requesting approval for the extension or establishment of posts required to deliver the Winter Pressures Grant in 2019/20.
40. The BCF Care Act Allocation of £2.061m, the Improved BCF of £26.505m and the Winter Pressures Grant of £3.527m will be fully utilised in-year. £0.013m will remain in the BCF Reserve for use in future years.

### **Human Resources Implications**

41. Extensions to current fixed term contracts will be actioned and new posts will be recruited to on fixed term contracts. All other HR implications are contained within the report.

### **RECOMMENDATION/S**

That the Committee:

- 1) considers whether there are any actions or further information they require in relation to the progress made by the projects and schemes supported to date by the Better Care Fund Care Act Recurrent and Reserve Allocations, the Improved BCF and the Winter Pressures Grant in 2018/19.
- 2) approves the extension/establishment of the posts summarised in **Table 2** below utilising the Winter Pressures Grant 2019/20, to enable the delivery of the plan schemes, dependent upon the Health and Wellbeing Board approving the Better Care Fund plan on 6<sup>th</sup> March 2019.

**Table 2 – Posts to deliver Winter Pressures Grant Plan**

Additional Occupational Therapy staffing	Extend 3 FTE temporary Occupational Therapist (Band B) posts, to 31/3/20	£136,846
Additional Social Worker staffing in district community mental health teams to support mental health discharge planning	Extend 3.5 FTE temporary Social Worker (Band B) posts, to 31/3/20	£159,651
Additional Social Worker, Community Care Officer & OT staffing to support increased demand for assessment and discharge planning	<b>Bassetlaw:</b>	
	Extend 1 FTE temporary Social Worker (Band B) post, to 31/3/20	£45,615
	Extend 3 FTE temporary Community Care Officer (Grade 5) posts, April 2019 to 31/3/20	£97,997
	<b>Mid Notts:</b>	
	Establish 1.4 FTE temporary Community Care Officer (Grade 5) post, 1/4/19 to 31/3/20	£45,615
	<b>South:</b>	
	Extend 0.5 FTE temporary Social Worker (Band B) post, to 31/3/20	£22,807
	Establish 1 FTE temporary Occupational Therapist (Band B) post, 1/4/19 to 31/3/20	£45,615
Additional Occupational Therapy capacity to district teams and the younger adults' reviewing team	Establish 1.4 FTE temporary Community Care Officer (Grade 5) posts, 1/4/19 to 31/3/20	£45,616

**Sue Batty**

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**Constitutional Comments (EP 19/02/19)**

42. The recommendations fall within the remit of the Adult Social Care and Public Health Committee by virtue of its terms of reference.

**Financial Comments (OC 19/02/19)**

43. The financial implications are detailed throughout this report and are summarised within paragraph 40 of the report.

## **HR Comments (SJJ 14/02/19)**

44. Current temporary fixed term contracts will be extended where appropriate. Establishing long term temporary posts will enable recruitment to these posts which will reduce the need for employing agency staff. New posts will be recruited to in line with the County Council's recruitment procedure.

## **Background Papers and Published Documents**

Except for previously published documents, which will be available elsewhere, the documents listed here will be available for inspection in accordance with Section 100D of the Local Government Act 1972.

Better Care Fund – Proposed Allocation of Care Act Funding - report to Adult Social Care and Health Committee on 12 September 2016

Proposals for the Use of the Improved Better Care Fund - report to Adult Social Care and Public Health Committee on 10 July 2017

Approval for the Use in In-Year Improved Better Care Fund Temporary Funding - report to Adult Social Care and Public Health Committee on 13 November 2017

Better Care Fund: 2017/18 Progress Update and Approval for the Use of the BCF Care Act Allocation and the Improved BCF 2018/19 - report to Health and Wellbeing Board on 7 March 2018

Better Care Fund: 2017/18 Progress Update and Approval for the Use of the BCF Care Act Allocation and the Improved BCF 2018/19 - report to Adult Social Care and Public Health Committee on 12 March 2018

Adult Social Care and Health – Changes to the Staffing Establishment - report to Adult Social Care and Public Health Committee on 8 October 2018

Proposals for Allocation of Additional National Funding for Adult Social Care - report to Adult Social Care and Public Health Committee on 12 November 2018

Adult Social Care and Health – Changes to the Staffing Establishment - report to Adult Social Care and Public Health Committee on 12 November 2018

Adult Social Care and Health – Update on Departmental Initiatives - report to Adult Social Care and Public Health Committee on 7 January 2019

Adult Social Care and Health – Changes to the Staffing Establishment - report to Adult Social Care and Public Health Committee on 4 February 2019

2018/19 Progress Update and Approval for the Use of the BCF Care Act Allocation (Recurrent and Reserve), the Improved BCF, and the Winter Pressures Grant 2019/20 - report to Health and Wellbeing Board on 6 March 2019

**Electoral Division(s) and Member(s) Affected**

All.

ASCPH631 final