

**Decision Maker:** HEALTH AND WELLBEING BOARD

**Date:** 30<sup>th</sup> November 2017

**Decision Type:** Non-Urgent                      Non-Executive                      Non-Key

**Title:** BROMLEY IMPROVED BETTER CARE FUND (IBCF)

**Contact Officer:** Stephen John, Director, Adult Social Care  
Education, Care & Health Services, London Borough of Bromley  
Tel: 020 8313 4754 E-mail: Stephen.john@bromley.gov.uk

**Chief Officer:** Ade Adetosoye OBE, Deputy Chief Executive and Executive Director:  
Education, Care and Health Services

**Ward:** N/A

---

1. Summary

- 1.1. The Improved Better Care Fund (IBCF) is a time limited grant to local authorities for spending on adult social care that was announced in the Spring Budget in March 2017 and represents an increase on the amount of additional IBCF previously announced in 2016.
- 1.2. The government has made it clear that part of this funding is intended to enable local authorities to provide stability and extra capacity in local care systems. It has also been made clear that where local authorities do not deliver on reducing their delayed transfers of care there could be financial implications to future payments of this grant.
- 1.3. In the Spring Budget 2017 the London Borough of Bromley was awarded an IBCF Grant of £4.2m in 2017/18, £3.4m in 2018/19 with a further £1.7m for 2019/20. This report describes the proposals for the use of only £4.2m IBCF to be spent within the Bromley Social Care in 2017/18. Some of these costs will however be recurring in future years. There will be further reports describing the proposals for the £3.4m in 2018/19 and the £1.7m in 2019/20. These may include proposals for flexibility to deal with ongoing cost pressures as well as the recurring costs from the 2017/18 proposal.
- 1.4. As the IBCF is a direct grant to local authorities to spend on adult social care, including services that reduce pressures on the NHS, the final decisions on how the IBCF will be spent rests with the Council. However, a key requirement of the grant conditions is that this is done in conjunction with the Clinical Commissioning Group. The agreement of Bromley CCG has been obtained in discussions with the CCG Chief officer and the CCG Clinical Executive.
- 1.5. As the grant is a direct grant to local authorities for spending on social care it will not form part of the Better Care Fund Section 75 agreement with Bromley CCG. It is required to be included in the BCF Narrative Plan and BCF Financial Budgets in line with the NHS England BCF Planning Guidelines.

2. Reason for Report going to Health and Wellbeing Board

- 2.1. Whilst the IBCF is a direct grant to local authorities, it does also form part of the wider Better Care Fund that was approved by the Health and Wellbeing Board on 7 September 2017. This report describes to Health and Wellbeing Board the intended investment priorities for the IBCF for 2017/18.
- 2.2. The Health and Wellbeing Board is asked to note the proposals for the IBCF and to promote these proposals within their individual organisations.

---

3. **SPECIFIC ACTION REQUIRED BY HEALTH AND WELLBEING BOARD AND ITS CONSTITUENT PARTNER ORGANISATIONS**

- 3.1. The responsibility for implementing the IBCF proposals sits with the London Borough of Bromley and is led by the Director for Adult Social Care and the Director of Programmes. The Health and Wellbeing Board is asked to note the proposals for the IBCF and to promote these proposals within their individual organisations .

## Health & Wellbeing Strategy

1. Related priority: Not Applicable

---

## Financial

1. Cost of proposal: Up to £4,184,109 in 2017/18
  2. Ongoing costs: £3.363m in 2018/19, £1.677m in 2019/20: These are the values published by DCLG and relate to the IBCF Grant for the next three years announced in the 2017 Spring Budget by the Government and are subject to confirmation by DCLG each year.
  3. Total savings: Not Applicable
  4. Budget host organisation: London Borough of Bromley
  5. Source of funding: Section 31 Grant, Department of Communities & Local Government
  6. Beneficiary/beneficiaries of any savings: London Borough of Bromley, Bromley CCG, NHS providers to the London Borough of Bromley and Bromley CCG
- 

## Supporting Public Health Outcome Indicator(s)

Not Applicable

---

## 4. COMMENTARY

- 4.1. The government has stated that the IBCF grant may be used only for the purposes of:
- meeting adult social care needs,
  - reducing pressures on the NHS, including supporting more people to be discharged from hospital when they are ready
  - ensuring that the local social care provider market is supported.
- 4.2. The government has made it clear that part of this funding is intended to enable local authorities to provide stability and extra capacity in local care systems. Local authorities are therefore able to spend the grant, including to commission care or help cover increasing cost pressures, as soon as plans for spending the grant have been locally agreed with CCGs who are involved in agreeing the Better Care Fund plan.
- 4.3. There is no requirement to spend across all three purposes, or to spend a set proportion on each. It is not, however, prudent to spend large portions of the grant to fund long-term commitments, such as increasing payments to social care providers, because the funding is short term and reducing year on year.
- 4.4. The council has produced a set of recommendations for how the IBCF funding can be used to best effect to create a financially sustainable adult social care system beyond 2020 which meets the needs of the community in Bromley as well as addressing short term pressures on the NHS and social care systems. The council's Executive was presented with and approved the recommendations for the IBCF on 10 October 2017. Those spending recommendations having been grouped under each of the purposes outlined in the grant determination.

4.5. **Grant Condition 1 - Meeting adult social care needs:**

A total of £2.349m (57%) of the IBCF is allocated to this grant condition in 2017/18.

4.5.1. **Transformation of Social Care (Adults, Mental Health and Learning Disabilities) and Workforce Development:**

- 4.5.1.1. Recruitment of appropriately qualified staff within Social Care has been identified as a key concern. Local care providers have also experienced similar problems with the recruitment and retention of domiciliary care staff. The implication of not addressing this situation is that there will be insufficient paid care workers across health and social care within LBB, domiciliary care agencies, care homes and health care assistant roles in the community.
- 4.5.1.2. It is recommended that some of the IBCF be set aside to help develop initiatives that create closer working relationships with local education providers and to support the wider local health and social care workforce. This will be achieved by offering placements within the LBB social care team and work experience with providers to enable those who are interested in a career in the caring profession to understand the context that they would be working. This will broaden their opportunities of moving through a career as a paid care worker, social worker or occupational therapist with LBB or with the local care market. Initiatives include working with local colleges who offer health and social care training which consists of the student having to complete a placement and to provide additional support to those providers that offer placement schemes and encourage others to take students into their settings. This may include investing in provider's supervision of their placement students. The intention is that following a successful placement and on qualifying from their courses, students will wish to continue to work for local Bromley care providers.

- 4.5.1.3. Students studying to qualify as social workers are currently offered placements within the council's social care department. Difficulties arise freeing up already busy social workers to mentor and lead these placements. It is recommended that a full time Practice Educator, who is a Senior Practitioner Social Worker, is recruited to manage the placements of around 10 students per year. It is also recommended that for those students who have a satisfactory placement with LBB and who qualify from university at the end of their course, a full time role as a newly qualified social worker can be offered through the normal recruitment processes. The Practice Educator would also be responsible for the supervision of the newly qualified social workers through their first probationary year with LBB. The benefit of this approach is that it ensures successful placements, encourages students to want to work for LBB and provides a steady stream of newly qualified staff coming into Bromley each year. The costs of recruiting and employing a Practice Educator plus the dual running costs associated with developing this role are included in the recommended investment
- 4.5.1.4. Additional Social Care Packages: There will also be a requirement to invest in a greater number of care packages especially as the social care workforce is increased and the current backlog of cases awaiting assessment is reduced. Investment in a 'Discharge to Assess' scheme will improve the current position and facilitate the appropriate discharge for individuals.
- 4.5.1.5. Carers Services: Investment in carer's services, through the newly commissioned primary and secondary services, is also recommended to support carers, reduce carer breakdown, and prevent any likely increases in packages of care and hospital admissions.
- 4.5.1.6. Part of this investment will be set aside to facilitate the retention of mental health social workers and the recruitment of additional mental health social workers.

#### 4.5.2. **Various BCF, IBCF and Social Work Resources:**

A proportion of the IBCF will be set aside to invest in various social work and project management resources that are not covered elsewhere in this report. The resources will be short term, temporary or fixed term appointments to cover the IBCF period only. The posts include:

- Continuing Health Care Social Worker
- Continuing Health Care Care Manager
- Safeguarding Project Lead
- Project Manager for D2A and ICN
- IBCF/BCF Programme Manager
- BCF Finance Lead
- Transitions Programme Lead
- Occupational Therapy Resources
- "Just Checking" assistive technology software licences

#### 4.5.3. **Public Health, supporting JSNA priorities.**

Investment in a pilot to reduce demands on social care through targeted drug and alcohol abuse social care.

There is a clear evidence base that substance misuse treatment is effective in reducing harm to individual drug/alcohol misuser's and communities. The aim of the Social Care Support Pilot is to employ a designated social worker with a specialist interest in substance misuse to support clients moving from a position of problematic drugs and/or alcohol misuse, associated with poor physical health status, chaotic lifestyle and sometimes criminality to a

position of stability, improved health and well-being, employment and positive engagement with the drug treatment service and ultimately the community.

#### 4.5.4. **Housing initiatives and research into older peoples housing needs.**

An investment will be made to (a) carry out research into the housing and care needs of older people in Bromley to inform commissioning and service strategies (b) investigate the extent to which existing occupants of social housing with care needs would be appropriate for extra care housing. This will help to better meet individual needs, keep people independent within the community, prevent, reduce or delay long term care placements and also potentially release a social housing unit to meet need in Bromley.

#### 4.5.5. **Care Homes Investment Options Appraisal**

The council is facing increased pressures in securing local nursing home placement. Bromley are competing with self-funders as well as other local authorities for placements. A key consideration to overcoming this is to consider an investment in a care home, which the council would own, but not manage, and have full nomination rights on placements. Officers will be instructing Cushman and Wakefield, the council's property surveyors to undertake a two phased options appraisal on the purchase of suitable accommodation. The first phase will be a high level options appraisal of sites available, while the second phase will deliver a full feasibility study on the preferred options, identifying capital investment opportunities for the Council.

The balance of the 2017/18 IBCF Grant that is unallocated to other initiatives will be held over for future investment into the Care Homes option that is identified from the work described above or to help secure any identified pressures in long term placements.

#### 4.6. **Grant Condition 2 - Reducing pressures on the NHS, including supporting more people to be discharged from hospital when they are ready.**

A total of £1.389m (33%) of the IBCF is allocated to this grant condition.

##### 4.6.1. **Support for Integrated Care Networks (ICNs).**

Significant social care cost pressures arise from clients coming to social care from the ICNs. Part of the IBCF will be invested in additional care management resources within the ICNs to manage care and facilitate the collection of data that can be used to determine the correct level of investment in care packages for clients after contact with the ICN. In addition, part of the IBCF will be used to fund the anticipated cost pressures on Adult Social Care resulting from the ICN and a further sum is set aside to cover additional costs should they be evidenced once better data can be obtained and analysed.

##### 4.6.2. **Discharge to assess in Extra Care Housing (ECH).**

Bromley currently has 12 Step Down flats in Extra Care Housing and these are often occupied over a long period of time by individual service users. Part of the IBCF will be invested in a review of the current processes within ECH so that individuals are discharged from hospital into an ECH flat and have their longer term care needs assessed and a care package arranged within 4 to 6 weeks. In addition, an investment of up to 4 additional floating Step Down beds is to be made for the purpose of providing accommodation for those that are unable to find suitable accommodation and are at risk of becoming long term ECH tenants.

The benefits of this approach is that the 12 existing flats would be occupied only for up to 6 weeks whilst reablement, rehabilitation and further assessments take place leading to more

appropriate longer term care packages being put in place. It is anticipated that those care packages will be at a lower cost than ongoing residential costs.

The additional costs include the piloting of this approach to prove the benefits and the additional 4 ECH flats to provide accommodation for those who are unable to be offered long term residency by landlords.

#### 4.7. **Grant Condition 3 - Ensuring that the local social care provider market is supported:**

A total of £0.446m (10%) of the IBCF is allocated to this grant condition. The market includes all providers and not just Care Homes and is intended to support the market so that people can exercise choice and control, including with regards to Direct Payments.

##### 4.7.1. **Safeguarding – SLAM.**

Following the introduction of the Care Act 2014, the council has additional Safeguarding responsibilities. Having recently conducted a review of the Bromley response to Safeguarding with particular reference to the Bethlem Hospital site, South London and The Maudsley Hospital Trust (SLAM) the report identified current gaps in provision to manage safeguarding investigations effectively within the community and hospital settings in relation to mental health.

The council is responsible for managing and where appropriate, investigating all Adult Safeguarding referrals from all organisations within the borough, and those that come through to our early intervention service. In order to create a safe holding position, a small team has been created to manage Mental Health safeguarding casework ensuring London Borough of Bromley is compliant with safeguarding duties and delegations. The costs of this investment will be met from the IBCF.

##### 4.7.2. **Direct Payments Lead.**

Investment will be made for a lead to develop and increase the uptake of Direct Payments. In addition further investment will also be made resource the systems for Direct Payments, including pre-payment cards, and to develop an interactive guide for Direct Payments. Currently in excess of 40% of all Direct Payments offered to service users are declined for reasons relating to it being too difficult for the service user to manage their own care packages (689 cases in 2016/17). A dedicated Direct Payments lead will help to significantly reduce this number. An increase in the uptake of Direct Payments will drive demand for the Personal Assistant market and the Direct Payments Lead will work closely with Vibrance, who are a registered charity that offer advice and assistance to Service Users for all aspects of Direct Payments, to help develop the market.

##### 4.7.3. **Market development and support**

4.7.3.1. Bromley providers are rated among the more poorly performing in England according to the CQC. Investment will be made to help raise the sustainability and performance of care homes, assist in the training of their staff and provide emergency care funding for those providers in danger of failing financially. Due to the current lack of availability locally, this will also include investing in growing the PA market through the contract with Vibrance and through the local education providers.

4.7.3.2. Bromley Third Sector Enterprise and integrated care networks (ICN): Working in conjunction with the social workers in the ICNs, social workers will train the 3rd sector enterprise to identify service users earlier who might need only a small package of care.

4.7.3.3. Support for Self-Funders: Care Home Select (CHS) are currently commissioned to provide advice, guidance and brokerage of placements for individuals leaving the PRUH who are

self-funding their care. CHS has a good relationship with the local market and continually support them to ensure they are able to meet presenting needs. Support will be given to CHS to build the self-funded domiciliary care market and ensure self-funders are offered the appropriate level of care aiding the prevention and independence of self-funders.

## **5. IMPACT ON VULNERABLE PEOPLE AND CHILDREN**

- 5.1. The IBCF will have a positive impact on vulnerable people through investment into safeguarding and adult social services. As the IBCF is for investment into adult services only there will be no impact on children, with the exception of those transitioning to adulthood who will be positively impacted by the Transitions Lead post.

## **6. FINANCIAL IMPLICATIONS**

- 6.1. The value of the IBCF Grant for the next three years is £4.184m in 2017/18, £3.363m in 2018/19 and £1.677m in 2019/20
- 6.2. The IBCF is a direct grant to local authorities which they are required to spend on social care. It will therefore not form part of the Better Care Fund Section 75 agreement with Bromley CCG. It will, however, form part of the BCF Narrative Plan and BCF Financial Budgets in line with the NHS England BCF Planning Guidelines.
- 6.3. By agreeing to the expenditure for 2017/18, this will lead to recurring expenditure in future years. The expectation is that this will also be funded from IBCF and will be the first call on the additional funding.
- 6.4. Any underspend on the grant allocation can be carried forward and used to support future years expenditure
- 6.5. It should be noted that IBCF is a finite resource and is only available for three years. Once the funding ceases this will potentially be a pressure on the service moving forward with recurring spend and therefore this will need to be closely monitored and reported on accordingly.

## **7. LEGAL IMPLICATIONS**

- 7.1. The Improved Better Care Fund Grant Determination (2017/18): No 31/3064 is made by the secretary of State under section 31 of the Local Government Act 2003. The grant may be used only for the purposes of meeting adult social care needs; reducing pressures on the NHS, including supporting more people to be discharged from hospital when they are ready; and ensuring that the local social care provider market is supported.

The Council is also required to:

- Pool the grant funding into the local Better Care Fund, unless the authority has written ministerial exemption
- Work with the relevant clinical commissioning group and providers to meet National Condition 4 (Managing Transfers of Care) in the Integration and Better Care Fund Policy Framework and Planning Requirements 2017-19; and
- Provide quarterly reports as required by the Secretary of State

## 8. COMMENT FROM THE DIRECTOR OF AUTHOR ORGANISATION

London Borough of Bromley recognise that the IBCF is a time limited grant and have therefore identified investment opportunities that are transformational rather than investing in core services. At the same time, by investing across all three grant purposes we are investing the IBCF in projects that help reduce pressures on our NHS colleagues, either directly through schemes linked to Discharge to Assess or indirectly by developing the social care workforce. The investment plans are also designed to support the High Impact Changes model to help reduce delayed transfers from hospital and to support the wider care market in the Borough of Bromley.

<b>Non-Applicable Sections:</b>	Implications for Other Governance Arrangements, Boards and Partnership Arrangements, including any Policy and Financial Changes required to Process the Item
Background Documents: (Access via Contact Officer)	Not Applicable