



Better Care Fund
City of York Council
Internal Audit Memo

Service Area: Adult Social Services

Responsible Officer: Assistant Director Adult Social Services

Date Issued: 10 Nov 2015

1.0 Introduction

- 1.1 The Better Care Fund (BCF) is a pooled budget consisting of revenue and capital for health and social care services, shared between the NHS and local authorities. It aims to deliver better outcomes and greater efficiencies through greater integration between the two.
- 1.2 Veritau made some initial enquiries about work being undertaken within the council in preparation for the BCF in 2014-15. Further work was carried out in summer 2015. A further update was received in September 2015.

2.0 Findings

- 2.1 The council submitted their BCF plan ahead of the deadline in October 2014, and it was initially approved subject to conditions. After additional input a revised plan was approved with support¹ in January 2015.
- 2.2 Responsibility for the BCF within the council lies with the Health and Wellbeing board, and the Joint Delivery Group on a day to day basis, which sits beneath the Health and Wellbeing board. These groups are interagency, being attended by several groups, including the council, NHS Clinical Commissioning Groups (CCGs) and the Hospital Trust. There is no formal delegation of responsibility to the JDG.
- 2.3 There have been some recent staffing changes within the council. The BCF Co-ordinator who was in post during the original work in 2014-15 has left, as has the Acting Director of Adult Social Services. The new Director of Adult Social Services is now in post. An appointment has been made to a post to progress work on the BCF, however there is no permanent BCF Co-ordinator.
- 2.4 The governance arrangements for the BCF are currently under review. It is important that the responsibilities are allocated to a member of staff with suitable line management and reporting arrangements within the council to ensure that progress against the targets of the BCF are monitored in such a way as to identify targets potentially being missed in sufficient time to take action.
- 2.5 Some risks relating to the BCF have been identified and are held on an NHS risk register; however no specific risks have been formally documented and held on the council's risk registers. The council and the CCG have recently begun a BCF whole system review and drawn up a Project Initiation Document (PID). As part of the project risks relating to the BCF will be drawn up. The PID sets out management reporting lines for the project. It is recommended that the council formally document and monitor risks relating to the BCF and whole

¹ There are 4 classifications for approval status for the BCF plans: Approved, Approved with support, Approved with Conditions and Not Approved.

system review in such as way to allow direct access and monitoring by council officers.

- 2.6 A section 75 pooled budget arrangement was due to have been in place by 31st March 2015. An agreement has been drafted, has been through the council's legal department and has been sent to the NHS legal department. Although progress has been made the adoption of the agreement is overdue.
- 2.7 Progress against the targets set within the BCF plan has been slower than expected, and the required levels of performance to receive any additional payments from the pooled Payments for Performance (PfP) element of the section 75 fund were not achieved, in the region of £1m. In the July 2015 update to the Health and Wellbeing board this has been attributed to "the time it has taken to get our new schemes fully up and running and the traditional pressures that winter places on the health and social care system". Performance reports are taken to the Health and Wellbeing Board that meets four times a year. Not all parts of the BCF delivery are the responsibility of the council, and the section 75 agreement sets out the responsibility for the parts of the BCF programme, as set out in Annex A.
- 2.8 A significant part of the BCF plan was a review of the Reablement Service, which is a limited term targeted programme designed to reduce short term care needs so that ongoing needs are lessened or not required. As yet, changes to the service to achieve the related BCF objectives have not yet been brought in. Reablement is within scope of the Whole System Review.

3.0 Conclusions, Recommendations and Further Work

- 3.1 At the present time the overall responsibilities and reporting lines for delivery of the BCF programme are under review. The council should complete their review and formally document responsibility and reporting expectations for delivery of the plan as soon as possible.
- 3.2 There is no overall risk register within the council for the BCF. A risk register should be drawn up and monitored. This should include risk owners and action plans where appropriate. This should then be reported to an appropriate Board or group, such as the Adult Social Services DMT.
- 3.3 The section 75 agreement for pooled budgets is overdue for adoption, and should be put in place between the organisations as soon as possible.
- 3.4 Performance targets have been missed. The service should ensure that it has sufficient monitoring arrangements in place to identify at an early stage if targets are likely to be missed, in order that additional action can be taken.
- 3.5 The services responded that "City of York Council and NHS Vale of York CCG recognise the importance of BCF as a lever to drive sustainable change across the system. Whilst initial focus has been on the fund itself - and the schemes and proposals which support it - leaders across the system recognise the need to

broaden the approach to integrated commissioning and provision which in turn will focus on delivering sustainable improvements across York. BCF is only a small part of this approach and work is being put in place to deliver the system changes necessary to achieve improved outcomes for customers and longer term stability in the system".

- 3.6 Further work will be carried out in early 2016 in order to follow-up on progress made against the recommendations listed above. Annex B sets out the action plan for the issues raised.

Annex A

¹ PART 2 –SCHEME SPECIFICATIONS AND LEAD COMMISSIONER (AS PER DRAFT SECTION 75 AGREEMENT)

Scheme Name	Lead Commissioner	2015/16 (£000)
Pilot Care Hub - Priory Medical Group	VoY CCG	500
Urgent Care Practitioners	VoY CCG	564
Hospice at Home (part fund with NYCC)	VoY CCG	170
Street Triage (part fund with NYCC)	VoY CCG	100
Street Triage - Together Project (part fund with NYCC)	VoY CCG	25
Performance Fund Contingency	VoY CCG	1,000
Care package pressures due to demographic changes	CYC	3,161
Whole System review	CYC	2,823
Whole systems review - Community services	VoY CCG	1,490
Carers Support	CYC	655
Implementation of care act:	CYC	444
Sitting and crisis service	CYC	164
Data analyst expert developing data sharing protocols necessary to integrate health and social care services	CYC	40
Community Facilitators	CYC	40
Capital:		
IT systems	CYC	163
EPH reprovion	CYC	244
Disabled Facilities Grant	CYC	544
Total		12,127

Annex B

Ref	Finding	Action to be taken	Responsible Officer	Timescale
1	The overall responsibilities and reporting lines for delivery of the BCF programme are under review.	Reporting lines and monitoring arrangements will be reviewed and formally agreed.	Director Adult Social Services. Martin Farran	Jan 2016
2	There is no overall risk register within the council for the BCF.	A council-specific risk register for the BCF programme will be drawn up including risk owners and action plans where appropriate.	Assistant Director Adult Social Services. Michael Melvin	Jan 2016
3	The section 75 agreement for pooled budgets is overdue for adoption, and should be put in place between the organisations as soon as possible.	The section 75 agreement will be put in place.	Principal Accountant. Steve Tait	Jan 2016
4	Targets for the implementation of elements of the BCF plan have been missed.	Timescales and actions for specific elements of the BCF plan will be agreed and monitored.	Head of Commissioning Gary Brittain	Jan 2016