

ENCLOSURE: 4
AGENDA ITEM: 6

Bromley Borough Based Board

DATE: Thursday 2nd September 2021

<p>Title</p>	<p>Establishment of an Integrated Placements and Brokerage (IPB) Service between the London Borough of Bromley and NHS South-East London CCG (Bromley)</p>
<p>This paper is for decision</p>	
<p>Executive Summary</p>	<p>The Council and CCG have been working to develop and test plans for an Integrated Placements and Brokerage (IPB) service, with detailed work on the right model, as well as its operational and financial viability. The outcome of this work highlighted opportunities with the establishment of an IPB in Bromley to:</p> <ul style="list-style-type: none"> • improve the coordination of common health and care services for clients of LBB and the CCG through a single brokerage function. • improve the joint management of the local health and care market with reduced duplication and a common approach across LBB and the CCG to end competition between the two organisations, and better manage quality and costs. • strengthen the negotiating position of LBB and the CCG when organising services with the health and care market through a common approach. • ensure better value for money for LBB and the CCG in the delivery of packages of care. • ensure an equitable service for clients of LBB and CCG with no distinction in service offer across the NHS and social care; all clients would be able to access high quality provision to meet their needs. • reduce bureaucracy in the administration of joint packages of care for children, young people and adults through a streamlined approach to payments/invoicing and a joint approach to information management. <p>In light of this, on 12th July 2021, Integrated Commissioning Board agreed the IPB proposals <i>in principle</i>, subject to agreement at the Bromley Borough Based Board.</p>
<p>Recommended action for the Committee</p>	<p>That the Bromley Borough Based Board:</p> <ol style="list-style-type: none"> 1. notes the opportunities highlighted from the work led by Integrated Commissioning Board (ICB) to develop and test plans for a Bromley Integrated Placements and Brokerage Service (IPB). 2. agrees that the Integrated Placements and Brokerage (IPB) service be established in line with ICB recommendations, that is by 1st April 2022, with some activities mobilised through the course of the end of 2021/22.

3. confirms the ICB decision on the budget for (i) the mobilisation of the new service in 2021/22 and (ii) the *indicative* 2022/23 budget for the new service, as set out below:

	Integrated Placements and Brokerage – s75					
	2021/22 Mobilisation Budget			2022/23 Indicative s75 Budget		
	CCG	IBCF ¹	LBB	CCG	IBCF	LBB
Placements and Brokerage	£102,840			£205,679		
Personal Budgets and Direct Payments – support team	£8,000	£29,799	£13,914			
Additional finance costs	£7,500			£15,000		
Sub-total	£118,340			£220,679		
Total	£154,553			£220,679		

4. notes that the CCG has agreed to fund any additional reasonable costs borne by LBB in the delivery of the IPB and that this will be considered as part of the development of the final 2022/23 budget.
5. notes that there are anticipated benefits to LBB including improved coordination over provision and prices, the opportunity to negotiate better quality and costs “at scale” and a reduction in duplication and bureaucracy related to cross Council-CCG charges and payments.
6. notes that there are anticipated savings to the CCG which would (i) be realised in the early years of operation of the IPB and (ii) which would be in excess of the CCG’s contribution to the service overall.
7. agrees that the Assistant Director of Commissioning will take forward the delivery of this project.

Potential Conflicts of Interest

There are no conflicts of interest for this decision.

Impacts of this proposal

Key risks & mitigations

This is set out in 1.7 of the report

Equality impact

Placements and brokerage services provide advice and support for children, young people and adults in accessing packages of care to meet their assessed needs. This includes Black, Asian and Minority Ethnic (BAME) groups.

¹ Improved Better Care Fund (IBCF)

		<p>The operating model for Integrated Placements and Brokerage (IPB) includes responsibilities for the service in liaising with eligible clients and/or relevant family or friends (as required) to engage them on potential packages of care and to ensure input into the approach to the delivery of care/support.</p> <p>There are anticipated benefits with the establishment of the IPB for jointly funded clients of LBB and the CCG, and for clients whose funding organisation changes from LBB to the CCG or from the CCG to LBB in terms of:</p> <ul style="list-style-type: none"> • all social care and NHS continuing care/continuing healthcare clients would be treated equitably in how they were able to access services, the coordination of which would be managed by the same team. • for clients with the same needs, there would no longer be any distinction between the service offer from the NHS or social care; everyone would be able to access high quality provision to meet their needs. • there would no longer be any risks of disruption to care packages from changes to the way that services are funded between organisations, as this would all be coordinated by the same joint systems.
	<p>Financial impact</p>	<p>The report includes the outcomes of a financial viability exercise for Integrated Placements and Brokerage (IPB) which includes a number of risks, and mitigating actions that could be taken, in relation to the mobilisation of this service.</p> <p>Integrated working between LBB and the CCG on the coordination of packages of care, including payments for services, is not without financial risk. There are in addition opportunities to reduce duplication and unnecessary activity, to obtain better prices for services and to access “at scale” benefits from joint working. In order to secure these benefits, the Council and CCG will need to work closely together on improvements through the mobilisation period.</p> <p>The report notes some particular opportunities for the CCG in working with LBB on a common approach to managing the local health and care market, including obtaining best available prices for care homes placements.</p> <p>It is noted that, under these proposals, whilst LBB/CCG would come together around a common approach to coordinating health and care packages through the IPB, both LBB and the CCG would at all times remain “sovereign” in terms of their own decision-making, including in terms of financial decisions.</p>

Wider support for this proposal	Public Engagement	Service user involvement in the development of the service will be considered as part of the mobilisation exercise.
	Other Committee Discussion/Internal Engagement	<ul style="list-style-type: none"> • Integrated Commissioning Board • Portfolio Holder for Adult Care and Health • Adult Care and Health Policy Development and Strategy Committee
Author:	James Postgate, Associate Director of Integrated Commissioning (CCG) Sean Rafferty, Director of Commissioning (CCG) / Assistant Director of Commissioning (LBB)	
Clinical lead:	Andrew Parsons, GP Clinical Lead, SEL CGG Bromley Ruchira Paranjape, GP Clinical Lead, SEL CCG Bromley	
Executive sponsor:	Councillor Diane Smith, Portfolio Holder for Adult Care and Health	

Establishment of an Integrated Placements and Brokerage (IPB) Service between the London Borough of Bromley and NHS South-East London CCG (Bromley)

- 1.1. Brokerage and placements services are critical to the way in which local authorities and the NHS purchase quality, value for money packages of care (including placements). They ensure that children, young people and adults with health and/or social care needs are able to access appropriate services to meet their assessed needs; they also help to ensure that clients are involved in decisions about their own care. Brokers act as the face of the Council and the NHS when engaging with the local health and care market, negotiating prices, ensuring packages of care are started and closed in an efficient way, and acting rapidly to ensure that new services are put in place where a client is at risk of having no support.
- 1.2. In Bromley, the Council and local NHS have parallel approaches to brokerage and placements. There are two core teams in the borough in which brokerage and placements activity takes place:

Placements and Brokerage Service – core teams	Commissioning organisation	Clients supported
Central Placements Team	In-house - LBB	Children looked after (CLA) – including joint LBB/CCG funded packages Adult social care clients - including <i>some</i> joint LBB/CCG funded packages
NHS Continuing Care/Continuing Healthcare	In-house - CCG	NHS continuing care (Continuing Care/continuing healthcare (CHC) clients)

- 1.3. One consequence of the parallel approach to brokerage/placements across LBB and the CCG is that the two organisations can at times operate in competition with one another in seeking quality provision and value for money places for their respective clients.
- 1.4. An additional impact of the current way of working is that, for residents who are jointly funded by both organisations, or whose care package shifts unchanged from being funded by the Council to the CCG or CCG to the Council, this parallel way of working results in significant amounts of activity as packages are started then stopped by one organisation, only to be picked up by the other. There is also an amount of activity in which the Council and CCG re-invoice one another for individual packages of care previously raised by providers. Officer time is also spent on resolving disputes between LBB and the CCG and chasing down debt. It has been clear for some time that a more joined up approach would deliver a better service to residents with less red tape across the CCG and LBB.
- 1.5. In November 2019, Integrated Commissioning Board (ICB) instigated a project to develop proposals to join-up work to source placements and brokerage across LBB and the CCG. This project was paused whilst priority was given to responding to the Covid-19 pandemic. However, a series of interim changes were made to LBB and CCG brokerage and placements arrangements to better respond to the demands brought on by the pandemic. These interim changes included LBB brokering all domiciliary care packages on behalf

of the CCG and the PRUH and the PRUH's placements service making all residential and nursing care home placements for residents being discharged from hospital. These arrangements contributed to the success of managing demand pressures over Winter 2020/21 and both waves of the pandemic.

1.6. Building on the successes of joint working in Winter 2020/21, the integrated brokerage and placements project was resumed in April 2021 and proposals on developing an integrated service have since been agreed between LBB and CCG officers. The outcome of this work highlighted opportunities with the establishment of an IPB in Bromley to:

- improve the coordination of common health and care services for clients of LBB and the CCG through a single placements and brokerage function.
- improve the joint management of the local health and care market with reduced duplication and a common approach across LBB and the CCG to manage quality and costs.
- develop the local brokerage and placements workforce through the coordination of activity and expertise within a single service, with a refreshed focus on skills, specialist and market knowledge and team working.
- strengthen the negotiating position of LBB and the CCG when organising services with the health and care market through a common approach.
- improve the coordination and support to LBB and the CCG in making decisions about jointly-funded packages of care for children, young people and adults including through a joined-up approach to the administration of the two joint funding panels in Bromley.
- ensure better value for money for LBB and the CCG in the delivery of packages of care for social care and CC/CHC clients.
- ensure an equitable service for clients of LBB and CCG with no distinction in service offer across the NHS and social care; all clients would be able to access high quality provision to meet their needs.
- reduce bureaucracy in the administration of joint packages of care for children, young people and adults through a streamlined approach to payments/invoicing and a joint approach to information management.

1.7. The exercise to investigate the viability of the IPB also noted the following key challenges, with proposed mitigating actions also set out:

	Key identified challenges with IPB	Proposed mitigating actions
1	The shift to a more integrated way of working between LBB and the CCG was seen as a challenge for some in the workforce who, for the most part, had a background in either local government or the NHS, but rarely both. A number of knowledge and skills gaps have been identified in the teams.	The outline mobilisation plan includes a workstream on staff engagement, including joint workshops with affected LBB and CCG staff. The mobilisation plan will also provide an early opportunity for joint working across the different teams, as the new service is established.

2	There are financial risks to both LBB and the CCG with the proposals, with a risk that liabilities accrue due to (i) a dispute over contributions to joint funding decisions between LBB/CCG, (ii) ineffective joint systems between LBB/CCG, (ii) a lack of knowledge or training in IPB staff.	The outline mobilisation plan includes a “changes to LBB/CCG payments and other systems in response to the development of the IPB” workstream. The six months mobilisation period will be an opportunity to put in place solutions to these areas, mitigating any financial risk. The CCG has further agreed to fund any additional reasonable costs borne by LBB in the delivery of the IPB and that this will be considered as part of the development of the final 2022/23 budget.
3	The IPB may not deliver better value for money for CCG packages of care, resulting in additional pressure to the NHS budget.	There are a number of mitigating actions that will need put in place through the mobilisation period, notably (i) a shift to LBB prices as the baseline for negotiating packages, (ii) a joined up way of organising packages across LBB/CCG which will not differentiate clients based on how they are funded but on needs.

- 1.8. Ultimately, whilst the exercise to investigate the viability of the IPB highlighted some challenges, none of these concerns that were insurmountable. The mobilisation plan for the IPB will need to undertake a number of activities to put in place mitigation activities.
- 1.9. In July 2021, Integrated Commissioning Board (ICB) agreed *in principle* that an Integrated Placements and Brokerage Service be established within LBB, with the Council adding the management of CCG placements and brokerage activities to its management of the same activities. The changes would also include LBB hosting a direct payments service for both organisations to deliver personal health and care budgets for clients. These arrangements would be made under the existing s.75 agreement between the council and CCG with a specific schedule to cover the detail of the agreed joint services. Through this arrangement the CCG will make a financial contribution of the Council as follows:

	Integrated Placements and Brokerage – s75					
	2021/22 Mobilisation Budget			2022/23 Indicative s75 Budget		
	CCG	IBCF ²	LBB	CCG	IBCF	LBB
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- 1.10. It is anticipated that the implementation of these arrangements will take around six months and will be completed by April 2022. It is anticipated that as a result of these changes that the Council's staffing establishment will increase by up to four full time equivalent posts with these costs being met through the CCG investment. There is a possibility that a member of staff in the CCG may be transferred to the Council as part of this change and careful consideration will be given to the relevant employment policies and procedures should this be the case.
- 1.11. There are expected to be benefits to LBB with the joint approach planned for brokerage and placements including:
- additional "at scale" benefits of negotiating packages for both LBB and CCG clients with the same providers at the same time.
 - an end to competition with the CCG, resulting in higher prices with the same providers overall.
- 1.12. A key issue for the implementing and sustaining these arrangements will be managing any risks on either side to ensure that the statutory duties of both organisations can be met and that as a consequence of these arrangements the cost of placements and packages of care do not increase for either LBB or the CCG. Arrangements to mitigate against any adverse financial impacts will include the joint financial monitoring and analysis of costs to understand the impact of these changes on the local health and care market. In addition the CCG will make funds available to LBB if, as a result of this integration, costs increase to the Council. Arrangements for these mitigations will be incorporated into the s75 agreement which will also include a clause that will enable the exit of these arrangements where either LBB or the CCG are disadvantaged through the agreement.
- 1.13. There will be benefits for jointly funded clients of LBB and the CCG, and for clients whose funding organisation changes from LBB to the CCG or from the CCG to LBB in terms of:
- all social care and NHS continuing care/continuing healthcare clients would be treated equitably in how they were able to access services, the coordination of which would be managed by the same team.
 - for clients with the same needs, there would no longer be any distinction between the service offer from the NHS or social care; everyone would be able to access high quality provision to meet their needs.
 - there would no longer be any risks of disruption to care packages from changes to the way that services are funded between organisations, as this would all be coordinated by the same joint systems