

Better Care Fund 2026-27

Narrative return

Introduction and guidance

This return has been designed to enable ICBs and local authorities, working with Health and Wellbeing Boards (HWBs), to submit information which demonstrates how their plans for the Better Care Fund (BCF) meet the national conditions and planning requirements for 2026-27. Completing and submitting the BCF narrative return is a required part of the overall BCF submission process. Planning leads should ensure that all questions within this narrative return are fully addressed.

This year, the length of the narrative return has been reduced. This reflects feedback on the benefits of a more focused BCF assurance process. In completing the return, HWBs, ICBs and local authorities may wish to develop more detailed joint plans for BCF expenditure for their own use and/or draw on other joint plans.

Each question in the return has a suggested length of around a page (around 500 words) and we would generally expect the overall submission to be around 2500 words. These act as a guide to support a more focused assurance process rather than strict limits.

The narrative provided in this return should align with the expenditure plans and the ambitions for the national metrics set out in your BCF excel numerical return.

When completing the narrative return, please use the following documents for guidance and support, these can be found on the [BCF Exchange](#):

- **Planning Principles:** outlines what good practice looks like in relation to each narrative question and aligns with the relevant national conditions.
- **Metrics Handbook:** provides the formal technical specifications for the national metrics within the framework, including the rationale, methodology, required data inputs and worked examples.

Submission Requirements:

- Each HWB area must have its own BCF excel numerical return, but a single narrative BCF return covering multiple HWBs may be submitted where this reflects local integrated working arrangements.
- Each HWB area included in a combined narrative return should provide clarity and state any specific details relevant to the separate HWBs within the narrative questions (and more words may be required for this than a single HWB return). Local authorities, ICBs and HWBs for each area should formally sign off the shared narrative return and their individual numerical excel BCF return.
- The deadline for completing this narrative return is **19 May 2026**.
- Please submit this return to both: england.bettercarefundteam@nhs.net and your regional better care manager(s).

Submission details

Mandatory to complete, please do not submit a return without completing the details below:

Adapt as necessary	HWB area 1	HWB area 2
HWB	North East Lincolnshire	N/A
ICB	Humber & North Yorkshire	N/A
ICB		
ICB		

1. Please provide a short statement setting out the rationale for using BCF funding to maximise delivery of integrated and preventative care linked to the relevant areas of neighbourhood health and social care services.

Joint funding and the integration of local health and care arrangements have been a longstanding position in NEL. Our local priorities set an ambition for 'everyone in our population to live longer, healthier lives', by taking a life course approach intended to ensure that they all 'start well, live well, age well and die well'. This aligns with North East Lincolnshire Council (NELC) and the Humber & North Yorkshire (HNY) ICB priorities.

The local intention remains to maximise the benefit to NEL through the Health and Care Partnership (HCP) arrangements, to streamline delivery, make best use of resources and improve outcomes for people. The Joint Committee which comprises representatives of NELC, HCP and HNYICB has oversight of BCF delivery.

Our place-based priorities are summarised below:

- Conclude the reablement review (home and bed based reablement – BCF contributes to their delivery) and embed the new ways of working, to deliver efficient and effective reablement provision, that meets people's outcomes while reducing reliance on long term care packages and bed-based care.
- Deliver the hospital discharge pathways transformation programme to streamline discharge processes / pathways and improve user experience and outcomes. Many of the pathways – VCSE support to discharge/ support at home system resilience/ proactive discharge coordinators are funded via the BCF. These elements ensure the range of pathways required are available to meet need on discharge.
- Continue at pace the strengths-based practice transformation programme to improve the culture and practice across our social work workforce to maximise independence, improve outcomes and efficiently and effectively use health and care resource.
- Following the successful launch of the Supporting Living Framework, work will continue to secure a housing and support offer within the Borough for disabled adults meaning more people can get the support they need closer to families and the communities they grew up in.
- Embed our revised Support at Home (S@H) [domiciliary care] model fully into operational delivery. The service is already improving flow from acute and community bed-based care, supporting those with the most complex needs to remain at home and their informal carers. BCF funds support the system resilience elements of support at home.
- Continue to move forward with our plans to develop our range of support for adults and older adults with the aim of delivering more extra care housing schemes in the borough and to introduce Shared Lives. Both schemes will provide innovative solutions to meet care and support needs.
- A review of residential and nursing care will ensure care home providers focus on supporting those on short term placements to regain their skills and maximise their chances of returning home (The BCF contributes to the delivery of the enhanced recovery beds ensuring there is capacity for people stepping down from hospital with wrap around support) and to support those with increasing complexity and acuity to maintain their health and wellbeing and reducing any avoidable further deconditioning or deterioration. Our commissioning approach supports the care home market to be able to meet rising levels of complexity, ensuring older people can be supported safely.
- Launch the redesigned older people's day opportunities offer, to support more people with meaningful engaged activities that promote independence and skills retention while also providing informal carers with a break.

- We will make better use of technology, in the way we provide advice and guidance, provide digital assessments and support people to manage their own lives as independently as possible (BCF funding supports the provision of telecare post hospital discharge to reduce risk and make home first a viable option).
- Deliver our workforce development plan that will support action to promote the value of health and social care, help employers with recruitment and retention, build the training and development offer for social care workers and link to the NEL Wellbeing Academy. Workforce activity is undertaken cooperatively by partners across the HCP.
- Deliver the priorities set out in the NEL dementia strategy. The focus remains on VCSE prevention and wellbeing support (some of the elements are funded via BCF), earlier diagnosis and provision of meaningful information at key points through a person's dementia journey, improved care and accommodation for those living with dementia and easier accessible support for their carers (BCF contributes towards the provision of carers support). Delivery of our dementia strategy strengthens earlier diagnosis, stabilisation and carer confidence, this reduces the likelihood of crisis episodes and unplanned admissions for people living with dementia.
- Deliver the Place-based Neighbourhood Health Programme, which will improve outcomes for people living with frailty and other long-term conditions. Population health data will be used to identify and target cohorts most likely to benefit from support delivered by Integrated Neighbourhood Teams. Delivery is underpinned by strong partnership working across the HCP, with active involvement from local partners and people who use services.

It should be noted that there are no material changes to the use of the BCF monies from the planned expenditure in 2025/2026.

Capacity has and will continue to meet demand for bed and home-based intermediate care services, which currently operates at around 90-95% capacity. A review and reshape of our reablement provision have recently taken place to identify areas for improvement looking at how we could maximise resource to support a greater number of people and ensure those who receive reablement reach their optimum potential. Our ultimate objective was to create a re-abling mindset across the health / care system. Due to the work undertaken, we have the capacity to meet the growing demand and complexity of need within the revised model, with the ability to draw on additional spot purchase capacity should this be exceeded at times of peak demand.

- 2. Please provide a brief explanation of the rationale for how you have set out goals for the metrics of non-elective admissions (for those 65 years old and over) and delayed discharges. Please also set out how you will monitor and drive progress in preventing avoidable long-term care home admissions and improving outcomes from reablement, including through any locally agreed goals for long term admissions to residential care and nursing homes.**

The three key BCF metrics closely align to our system priorities and are system indicators we are measuring closely. BCF metrics plans have been set using a robust, evidence-based approach that reflects historical local performance, nationally published data, and benchmarking against comparable systems. Plans take account of future provider plans for non elective and DRD and anticipated growth in activity, alongside the impact of an ageing population and increasing levels of complexity. The approach also reflects the expected benefits of BCF-funded schemes and wider system incentives focused on prevention, admission avoidance, improved flow, and timely discharge. This ensures targets are realistic, proportionate, and aligned to BCF priorities, supporting sustainable improvements across health and social care integration.

We will ensure high-quality data for BCF metrics through robust governance, standardised processing, and routine review arrangements. All data feeds, including Discharge Ready Date (DRD) information, are received and processed by the Data Engineering team, who apply consistent data transformation rules, including completeness checks, logical consistency checks, and reconciliation against previous submissions. The team maintains full version control and audit trails to support transparency and assurance. Any identified data quality issues, such as those arising from system changes or provider coding practices, are logged, tracked, and assessed for impact across all reported measures, with issues escalated to Providers to enable correction where appropriate. BCF metrics are monitored monthly at both ICB and Place level using local data and nationally published datasets to provide ongoing assurance of data quality and performance. It is recognised that national acute data feeds can be affected by coding and collection challenges; however, these anomalies are actively considered within data quality checks and mitigated wherever possible to ensure the most accurate and reliable reporting.

In 2025/26, NEL achieved its stretch target for non-elective admissions for people aged 65 and over. Our 2026/27 plan is based on 2025/26 projected figure +1.9%. This improvement reflects the cumulative impact of a number of workstreams initiated during 2025/26, which will continue into 2026/27. Increased activity within the proactive Frailty Service has resulted in higher numbers of comprehensive geriatric assessments (CGAs) and associated care plans. This has supported timely, coordinated interventions delivered in the community where clinically appropriate. Reported service outcomes demonstrate that approximately 90% of people receiving a CGA do not go on to experience an emergency department attendance or non-elective admission.

Building on this progress, further development of an integrated frailty model is planned for 2026/27, bringing together proactive and crisis response elements. Our approach prioritises proactive identification of frailty, ensuring older people receive earlier intervention to prevent deterioration and avoid crisis presentations. This will support more joined-up commissioning and delivery across frailty pathways, moving away from siloed, task-based approaches and towards a more integrated, outcomes-focused model of care, in line with Neighbourhood Health principles.

In 2025/26 we progressed our Whole System Users programme, taking a flexible, relational and data-driven approach to supporting older people who are persistent high users of health and care services. By analysing three years of GP attendance data, we identified a previously unseen cohort of long-term high attenders (referred to as “blue dot” patients) and embedded this intelligence within Integrated Neighbourhood Teams to drive continuity-based, holistic interventions. This included Integrated Care Clinics offering longer appointments and relationship-centred reviews, which led to significant reductions in avoidable GP contacts and improvements in stability for people with complex or unmet/masked needs. Early outcomes include improved continuity with familiar clinicians, and reduced health and care use with emerging benefits that directly support our aim of preventing avoidable non-elective admissions for older people. This work has strengthened neighbourhood-level multidisciplinary working, enhanced early identification of need, and created a sustainable foundation for proactive, person-centred care which we will carry into 2026/27.

Our remodelled reablement provision is right sized and shaped to ensure our demand for home and bed based reablement provision is met. The right provision coupled with a supportive step down least restrictive approach to reablement discharge means that people are supported to continue their reablement and recovery journey into independence. For example, of those successfully completing their bed based reablement journey, 94% of people discharged back to their usual place of residence with a level of wrap around support ranging from further home based reablement provision, support at home, a VCSE prevention and wellbeing offer or went on to have no further need for support. From home based reablement 72% of people went on to be independent with no need for onward referral to support. Supporting people to move through the least restrictive, independence promoting options, maximises their potential and ensures they sustain their levels of improvement and remain at home 12 weeks after discharge. We are placing an increased focus on preventing falls and deconditioning, recognising these as key drivers of hospital admissions, loss of independence and long-term care home placements.

A reduction in long term admissions to residential or nursing care will continue to be a local priority, aspiring to support people as close to home as possible within their local community. The appointment of a new Older Peoples Programme lead has bolstered capacity in our commissioning and transformation team to achieve this. Various workstreams progress the work to prevent avoidable long term care home admissions including the-

- delivery of bed and home based reablement.
- launch of the Enhanced Support at Home offer.
- the close oversight and timely intervention of those in short term placements.
- the strengths-based practice transformation programme.
- monthly oversight of the long-term care market.

With additional capacity in the commissioning and transformation team we will be able to maintain close oversight of the regulated care sector through proactive contract monitoring visits. This enables early identification of risks, for targeted intervention where required.

3. Please provide a short explanation of the planned impact of BCF funding on achievement of goals.

Our ambition is to support people to live as independently as possible for as long as possible in their own communities. All our priorities and programmes of work align to this ambition. BCF funding is planned to have a direct and sustained impact on achieving our systems goals. Funding is targeted at reablement-based, strengths-focused services that promote a "home first" approach, including investment in reablement and intermediate care, support at home capacity, carers' support, VCSE-led prevention and discharge support, technology-enabled care, and integrated community responses. These programmes are designed to prevent deterioration, enable timely discharge, reduce delayed transfers of care, and improve outcomes for individuals and carers, while delivering value for money through coordinated system governance and regular performance and financial review against the national BCF metrics.

For **Non-Elective Admissions**, the 2026/27 plan reflects the impact of an ageing population with increasing complexity, alongside local provider plans that show growth in activity next year. Taken together, these pressures have informed a planned increase in activity for 2026/27, ensuring that the target remains deliverable and evidence-based.

For **Delayed Discharges**, North East Lincolnshire includes 'Null' values in the calculation in line with the Better Care Exchange methodology. Locally, nulls account for approximately 60% of the total, meaning improvements in coding completeness may initially have an adverse impact on reported performance. Given this risk, the 2026/27 plan has been set to maintain the projected 2025/26 outturn, providing a prudent and realistic position while work continues to improve coding quality and discharge processes.

For **Admissions to Residential and Nursing Care Homes**, the 2026/27 plan again reflects demographic pressures, including an ageing population and increasing care needs. The plan has therefore been set to maintain the projected 2025/26 outturn, recognising that this represents a significant challenge but is the most appropriate and proportionate position given expected demand.

The following BCF funded services contribute to the achievement of the metric goals:

Support at home (S@H)

The remodelled S@H service ensures that domiciliary care is targeted to those who most require it while ensuring provision meets need, with services being personalised and strengths-based maximising the persons skills and abilities. The model includes a system resilience team which provides additional capacity to ensure that those leaving acute/community bed-based provision do so without delay (*supports the reduction in discharge delay*). In addition, the stand-alone carers break service ensures informal carers have reliable access to a carer's break (*prevents/ delays the admission to long term care*). Finally, the enhanced S@H service addresses the increasing complexity of those

living within our community, thus supporting them to manage their conditions and remain at home *(prevents/ delays the admission to long term care and supports the reduction in avoidable admissions)*. By investing in consistent and flexible support for carers, we are reducing breakdown of informal care arrangements and preventing escalation to hospital admission or long-term care.

Working with adult social care services

One priority is to deliver a strengths-based approach to assessment, care planning and support. The programme of work is shaping the culture and practice within adult social care, thus supporting people earlier in their care and support journeys, focusing on self-help / care and offering support in the least restrictive way.

Working with carers

We have retendered our BCF funded universal, prevention and wellbeing offer for carers. The local carer population, wider community and professionals coproduced the specification and formed part of the tender panel to ensure the service meets carers needs moving forward *(prevents / delays the admission to long term care and supports the reduction in avoidable admissions)*.

Dedicated multidisciplinary teams

An MDT [several funded by BCF] liaise daily to oversee and support efficient and effective pathways from acute or community bed-based care. The team work tirelessly to discharge people in a timely manner and receive support to move along a recovery, recuperation or reablement journey and return home wherever possible. This has significantly reduced length of stay, improved flow and most importantly improved user and carer outcomes *(supports the reduction in discharge delay, prevents / delays the admission to long term care and supports the reduction in avoidable admissions)*. All pathways are underpinned by Home First principles, ensuring older people are supported to recover in a familiar environment wherever safe and appropriate to do so.

Assisted technology, aids and adaptations

A robust wrap around offer supports people to remain at home / supported to make a safe and speedy return home once they have had a short spell in acute / community bed-based care. The wrap around offer includes a telecare hospital discharge scheme [BCF funded], community equipment [elements are BCF funded] and minor and major adaptations [DFG budget]. NELC has used its discretion to widen its DFG offer to ensure schemes such as the timely support to discharge, end of life scheme and top ups means that adaptations are delivered for those most in need. Use of technology-enabled care is helping older people remain safely at home, with digital solutions reducing risk, supporting confidence and preventing unnecessary escalation.

Social prescribing

Thrive NEL [social prescribing programme] offers a personalised and asset-focused approach to supporting people to connect with community resource, demonstrating a significant benefit to users and a reduction in the use of health and care services *(prevents / delays the admission to long term care and supports the reduction in avoidable admissions)*. The VCSE sector continues to build community resilience for older people, offering preventative support to reduce reliance on regulated services.

Single Point of Access [SPA]

Our integrated front door has been pivotal in supporting our ambition to enable individuals to live as independently as possible in their communities. While offering extensive help to navigate the prevention and wellbeing offer across NEL, the SPA is the gateway to needs assessments and access to an urgent health and social care response. As part of that emergency response, the team are supporting individuals to remain at home when they reach a crisis, when the previous response would have been a hospital admission or a short stay in a care home *(prevents / delays the admission to long term care and supports the reduction in avoidable admissions)*.

Frailty & Ageing Well

Frailty work in NEL supports the ambition to help people live independently for longer by prioritising early identification, prevention, and coordinated community-based care. Proactive frailty services are

targeted towards those most at risk of deterioration, using population health management approaches to identify individuals with moderate to severe frailty, high service utilisation, or increasing risk of unplanned admission.

This targeted approach ensures resources are directed where they will have the greatest impact—focusing on people who are most likely to benefit from early intervention. Through Comprehensive Geriatric Assessment, personalised care planning, and multidisciplinary support delivered via Integrated Neighbourhood Teams, interventions are tailored to maintain function, prevent crisis, and reduce avoidable escalation of need.

Funding decisions have been informed by local data and demand modelling, demonstrating that proactive, community-based support for these cohorts reduces reliance on hospital-based care, improves patient experience, and supports system sustainability. By investing in these services, NEL is maximising the impact of resources—intervening earlier, reducing variation in access, and enabling more people to remain safely and independently within their own homes and communities.

4. Please outline how ICBs and local authorities have confidence that the services funded through the BCF represent value for money, and how they will seek to raise the productivity of services.

The ICB and NELC gain assurance that BCF funded services represent value for money through a joint commissioning and contract-management approach that is well-established within NEL HCP. Each scheme has clear outcomes, activity expectations and financial envelopes set out at the point of commissioning, with delivery monitored routinely through place-based governance groups such as Contract Management Boards, Health & Care Contracting Group and programme oversight forums.

Providers are required to submit regular activity, performance, quality and financial monitoring returns. These are reviewed by BCF programme leads, nursing and quality and contractual leads which ensures that delivery remains aligned to the intended impact of the BCF schemes. Qualitative insight, including patient and carer feedback, case studies, clinical audits and professional observations, complements this and provides assurance on person-centred experience and outcomes.

Historically the intelligence from the above processes fed into a standalone BCF steering group, however, to embed BCF programme delivery across system leaders, the BCF programme has been embedded into the weekly operational Senior Management Team (SMT) meetings and is a substantive item on the formal monthly SMT agenda. This is also true for neighbourhood health and the other system wide priorities at place. Attendees include the DASS, Place Director, ASC Director of Finance, ICB Director of Finance, Assistant Directors across place, BCF programme leads, Associate Director of Digital, the Performance and Assurance Programme Manager and the wider senior leadership team. As part of these agenda items there is robust oversight of the BCF metric goals, programme delivery, performance/ outcomes and finance. Should any aspect of delivery be off track, this would be identified early, and any remedial action would be agreed and implemented. The outputs and outcomes report into the Health and Care Contracting Group / Joint Committee / HWBB as required, all of whom have an oversight role of the design and delivery of the BCF.

The ICB will undertake a HNY wide review of Community Services in 2026/27 to ensure consistency of service, value for money and improved outcomes for patients, as part of the evolution towards neighbourhood health plans for 2027/28. NHSE benchmarking and productivity tools will be used, where available to support this.

By way of example, of how oversight improves delivery and productivity the VCSE wrap around support to discharge initiative will be remodelled and retendered in 2026/27 to include various VCSE programmes that had previously been operating in silo and to expand the offer to include additional capacity to support avoidable admissions in A&E. This will allow flexibility of resource to deploy across the system to support flow and improve user outcomes.

To raise productivity across BCF-funded services in NEL, we are focusing on several system-wide priorities:

- Strengthening multidisciplinary working within our emerging Neighbourhood model, ensuring the skills within Primary Care, community teams, social care, voluntary sector partners and intermediate care are used more efficiently, with reduced duplication and clearer professional roles.
- The NEL People & Skills Pledge is a key enabler of workforce productivity locally and directly supports the priorities set out in the BCF framework for 2026–27. It strengthens the workforce pipeline through system-wide attraction, development, progression and retention, increasing capacity within neighbourhood teams and enabling prevention, effective reablement and the shift from hospital to home. Through access to the Growth & Skills Levy, free recruitment support and inclusive career pathways, the Pledge improves employer capability, enhances staff retention, supports social mobility and underpins the delivery of integrated, prevention-focused care across NEL.
- Transformation programmes to improve flow across pathways, particularly around intermediate care, admission avoidance and discharge support, by streamlining processes, embedding consistent referral routes and using real-time data to unblock delays.
- Increasing the use of digital tools, including shared care records, remote monitoring solutions, electronic care plans and improved data dashboards to support earlier intervention, proactive care and better workforce planning.
- Standardising and simplifying pathways, ensuring providers operate to consistent operating models that reduce unwarranted variation and promote efficiency.
- Maximising workforce productivity, including skill-mix optimisation, enhanced training in frailty and community-based care, and aligning capacity across health and care to better meet peaks in demand.
- Embedding continuous improvement approaches, using feedback loops, audits and learning from reviews to refine service models and ensure they remain efficient, person-centred and outcome-focused.

This integrated oversight and improvement approach provides assurance that BCF investments in NEL deliver good value for money, contribute meaningfully to our local priorities, particularly around independence, prevention and flow, and drive the productivity gains required to ensure sustainability of key services.

A strong focus on productivity underpins the design of the integrated community frailty and discharge pathways. These models emphasise multidisciplinary working, rapid triage, admission avoidance, and Home First principles, all of which reduce the reliance on bed-based care, an area of high cost across the system. Services such as the Frailty Crisis Response Hub, Rapid Assessment Team, integrated discharge MDT, and bridging care have already demonstrated significant efficiency gains, for example reducing the average time between medical optimisation and discharge from nine days to one day for Pathway 1 cohorts. This provides clear evidence of improved productivity in hospital flow and better use of workforce capacity across both acute and community settings

5. Please outline your robust joint governance for managing the expenditure of BCF funding, including assessing impact of funding, value for money and continuous improvement.

NEL has a well-established and integrated joint governance framework that oversees the planning, allocation and monitoring of BCF expenditure. This governance structure brings together the ICB and NELC through shared decision-making, aligned financial controls and joint accountability for system outcomes.

The BCF plan and associated financial commitments are reviewed and agreed as described above through our Formal SMT and Joint Committee. This ensures a multi-dimensional view of how BCF

investments support local priorities, particularly around independence, prevention, timely discharge and reducing pressure on acute and community services.

BCF-funded schemes are required to report performance, activity, financial position and risks into these governance groups and wider programme reporting forums. This enables the ICB and NELC to assess both the impact and the value for money of each scheme, drawing on:

- delivery against national BCF metrics (non-elective admissions, LOS, discharge flow, admissions to long-term care)
- local measures specific to NEL's integration ambitions
- qualitative insight, including feedback from integrated neighbourhood teams, community teams, carers and people who use, and deliver, the services
- financial monitoring
- benchmarking against comparable pathways and providers where relevant.

By way of example, benchmarking has supported the remodelling of reablement at home; by understanding the costs per head, activity per WTE and service efficiency (reduction in commissioned hours of support) in other systems we used this to design the service and set aspirational targets for delivery.

Where under-performance or cost pressures are identified, improvement plans are developed jointly with providers and progress is reviewed as part of routine governance cycles. This ensures issues are addressed early and that resources continue to be used efficiently and in line with intended outcomes.

Continuous improvement is embedded throughout the governance framework, with a focus on learning from reviews, strengthening pathway consistency, reducing variation between providers, maximising workforce capability, and ensuring services remain aligned to the emerging Neighbourhood Health Framework. Joint learning is taken into system-wide forums to support wider improvement across out-of-hospital pathways. A recent example is the remodelling of the VCSE support to hospital discharge programme, which identified the need to amalgamate services to improve efficiency and effectiveness and grow the reach of the service to include A&E to support people to return to the community without the need for an admission.

In addition, the ICB will establish a Commissioning Oversight Group as part of its revised governance for 2026/27 to ensure effective oversight of BCF and alignment with the development of neighbourhood health across the ICB as a whole. BCF governance arrangements ensure strong alignment with the development of neighbourhood health through established place-based structures, including the Neighbourhood Health Delivery Group. This forum provides oversight of integrated neighbourhood working, enabling coordinated planning across partners and ensuring that BCF-funded schemes are aligned with wider neighbourhood health priorities and delivery models.

This integrated and transparent governance approach provides assurance that BCF expenditure in NEL is well-managed, delivers positive outcomes for people and their carers, and supports the sustainable delivery of high-quality, person-centred services across health and social care including the VCSE.