



BIRMINGHAM CITY COUNCIL
Councillor Rob Pocock
Scrutiny Chair
Health & Social Care
Overview and Scrutiny Committee

The Council House
Victoria Square
Birmingham B1 1BB
Telephone: 0121 464 4419

Our Ref: RP/gds

7th November 2018

Alison Tonge
Director of Commissioning Operations
NHS England
St Chads Court
213 Hagley Road
Edgbaston
Birmingham
B16 9RG

Dear Alison

On 16th October 2018, the Health and Social Care Overview and Scrutiny Committee received an agenda item 'Is the Sustainability and Transformation Partnership (STP) arrangement working for West Birmingham?' to which Paul Jennings (Chief Executive) and Paul Sherriff (Director of Organisation Development and Partnerships), Birmingham and Solihull Clinical Commissioning Group were invited to attend. To inform the discussion a paper was prepared by my officers on behalf of the committee to provide some background to the boundary issue where the West Birmingham population of about 250,000 are not included in the Birmingham and Solihull STP footprint but are covered by the Black Country STP (see attached).

Paul Jennings and Paul Sherriff were asked to comment on the content of the paper and the following observations were made:-

- On the whole, working relationships were good between the two CCGs. At a transactional level the arrangements work fine e.g. contracting back office functions.
- There is a tension about the consistency of offer for all citizens in Birmingham if there is a different strategy/plan for most people living in West Birmingham.
- Taking forward a strategy for integrating commissioning is going to be a challenge.

After reflecting on the comments made and, in particular, the final bullet point, the committee unanimously agreed that I should write to you requesting that, as a matter of priority, steps

should be taken to resolve the issues concerning the CCG boundaries and the consequential impact on the STP to ensure all people living in Birmingham are in receipt of the same service.

Furthermore, I raised the urgent need to resolve the 'West Birmingham Question' at a meeting of Full Council yesterday and was fully supported by the Cabinet Member for Health and Social Care.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Rob Pocock', with a long horizontal flourish extending to the right.

Councillor Rob Pocock
Scrutiny Chair
Health & Social Care Overview and Scrutiny Committee

Enc.

Cc Paul Jennings, Chief Executive, Bsol CCG
Andy Williams, Accountable Officer, Sandwell & West Birmingham CCG
Councillor Paulette Hamilton, Cabinet Member for Health and Social Care

HEALTH AND SOCIAL CARE O&S COMMITTEE

1. A report presented to City Council in December 2016 by the then Chair of the Health and Social Care OSC set out the scale of the unprecedented challenge facing health and social care services in Birmingham at that time. It stressed the need to instigate longer term systemic changes necessary to support more people to stay healthy for longer to relieve pressure on the health and care system in the future. Whilst the report acknowledged the general agreement that the concept of integrating health and social care was the right way to go, it also highlighted the urgent need for the interdependent relationship between the NHS and the social care system to be recognised and put at the centre of any plan, in order to succeed in bringing about greater integration between the health and social care systems.
2. The report also highlighted what was referred to as “The West Birmingham Question”. Essentially, the boundaries of the geographical area covered by the Sandwell and West Birmingham CCG are not coterminous with local authority boundaries. The result is that parts of West Birmingham representing approximately 20% of the Birmingham population (about 250,000 people) are not included in the Birmingham and Solihull STP footprint but are covered by the Black Country STP. Having two plans covering different parts of the city make the essential preventative public health, primary care and social care aspects of transformation that are needed all the more difficult. There are examples where people who live on different sides of the same street in Birmingham are eligible to receive different health services because they fall within two different CCGs and therefore two different STP footprints.
3. This issue was picked up as a concern by the CQC in their Local System Review report in January 2018. The report noted that around 80% of the Birmingham population were included in the Birmingham & Solihull STP footprint and 20% in the Black Country and West Birmingham STP and the challenge this presented for the system. The report says that:

“Although there was a memorandum of understanding between the two STPs, Black Country and West Birmingham needs to ensure its voice is heard within the wider Birmingham system to ensure any changes reflect the needs of the population it serves.”

This summarises the fundamental importance of addressing the boundary issue to ensure that the voices and needs of this population in West Birmingham are heard and addressed. It is difficult to see how the Sustainability & Transformation Partnership can claim to be “place based” when significant parts of the Birmingham population in the west of the city are not covered by the Birmingham and Solihull STP.

4. The CQC Local System Review report also highlighted Birmingham’s history of poor integration between local authority services and health services. They found that although effective partnership working is acknowledged as being essential to improving health and wellbeing outcomes for the people of Birmingham, relationships which had been challenging in the past remained poor. This presented a barrier to change and had led to working in silos and a fragmented system and there was not a clear framework for interagency collaboration. This finding was acknowledged in the response to the CQC report by the Birmingham Cabinet Member for Health & Social Care and Chair of the Health and Wellbeing Board in her response to the CQC report.

5. Since then, the necessity to integrate has only become more imperative. Shrinking budgets, especially for adult social care, coupled with an ever growing demand and demographic pressures from an ageing population, make it ever more critical that a properly integrated health and social care system must be part of the response to these challenges. The STP needs to provide the basis for bringing about the longer-term integrated system changes needed for the whole population. An essential pre-requisite for effective integration is that both NHS and local authority (public health and social care) can operate within a single integrated footprint. This is essential if we are to have any chance of relieving future pressure on the health and care system and prevent an increasing volume of longer-term health problems developing which will cause even greater difficulties for the health and care system in the future. Failure to do this will mean that we are storing up serious problems for the future.
6. The creation of a single STP footprint coterminous with the Birmingham local authority boundary is beset by the fact that the Sandwell and West Birmingham CCG straddles the Birmingham boundary. For this reason the Birmingham Health and Social Care O&S Committee continues to have serious concerns over the way that the current boundary between the Birmingham & Solihull and Sandwell & West Birmingham CCGs is drawn and the fact that the issue does not appear to be being addressed. The Committee believes a review of the current boundaries between the Birmingham and Solihull and the Sandwell and West Birmingham CCGs is necessary, with a view to exploring the possibility of the boundary being re-drawn to make it coterminous with the local authority boundary. This would then allow an STP footprint to be aligned to the local authority boundaries of Birmingham and Solihull, consequently making effective integration more practicable.
7. The Committee wishes to bring our concerns to the attention of NHS England, requesting that steps now be taken as a matter of priority, to resolve this issue concerning the CCG boundaries and the consequential impact on the STP.

Andy Williams
Accountable Officer, Sandwell & West Birmingham CCG

Paul Jennings
Accountable Officer, Birmingham & Solihull CCG

Nick Harding
Chair, Sandwell & West Birmingham CCG

Councillor Rob Pocock
Birmingham City Council

Councillor Paulette Hamilton
Birmingham City Council

West Midlands
213 Hagley Road
Edgbaston
Birmingham
B16 9RG

Tel: 011382 52627
Email: a.tonge@nhs.net

5 December 2018

Sent by email

Dear Colleagues,

Re: Meeting to consider boundary changes with regard to West Birmingham

Thank you for meeting today, this was a constructive discussion. West Birmingham practices and therefore registered patients are within the Sandwell and West Birmingham (SWB) CCG, which in turn is formally part of the Black Country and West Birmingham STP.

West Birmingham is part of Birmingham City Council boundaries and the Overview and Scrutiny Committee wrote to NHS England setting out their desire for an alignment of CCG and Council boundaries in the future.

Partners confirmed that they were content with the current joint committee which has been established between Birmingham and Solihull (BSOL) CCG and SWB CCG which is dealing with operational issues in West Birmingham.

Partners also recognised it was important to consider any changes in the context of the new Midland Metropolitan Hospital which requires a joint approach on a sustainable clinical and financial strategy between the STPs, and secondly the national direction for Commissioners to operate at scale and aligned to a STP / system level to create greater capacity to manage and lead systems.

We presented a paper on the options that could be considered by the system in seeking greater alignment of boundaries. Setting aside legal intervention from NHS England, there were two main options discussed:

1. Variation of SWB CCG boundary to integrate West Birmingham practices with BSOL CCG, this would only be possible concurrently with a merger of Black Country CCGs (incorporating Sandwell practices)
2. Changing the boundaries of two STPs in order for SWB CCG to move to BSOL STP. This option would then lead to consideration of commissioning structure in the larger STP

BSOL CCG and SWB CCG confirmed that they wished to formally consider these options in partnership with the STPs and NHSE.

It was agreed that a timeline for the initial option appraisal would be agreed with a shared criteria to evaluate options.

I will work closely with partners to advise and support on this process going forward, please do not hesitate to get in touch with any queries.

Yours sincerely

A handwritten signature in blue ink, appearing to read 'Alison Tonge', is positioned above the printed name.

Alison Tonge
Director of Commissioning Operations
NHS England (North & West Midlands)

CC: Helen Hibbs; STP Lead – Black Country and West Birmingham

Consultation on NHS Sandwell and West Birmingham CCG commissioning boundary

Monday 25 March to Tuesday 6 May 2019

Why are we consulting on our commissioning boundary?

To ensure the CCG's footprint can support new relationships and national policy emerging as integrated care systems take hold across Birmingham and the Black Country.



Preparation for pre-consultation

To initiate the process and to formulate the options and success criteria to be included in pre-consultation material, extensive planning work with the Sandwell and West Birmingham CCG (SWBCCG) Governing Body was undertaken

To refine, debate and agree the specific wording of the five options:

- Two CCG Governing Body development sessions were dedicated to this purpose
- Independent advice was received from NHS Arden & GEM Commissioning Support Unit (CSU) Engagement, Communications and Marketing team and Consultation Institute
- Options were reviewed in numerous stakeholder pre-engagement events

Pre-consultation options considered

- 1 SWBCCG boundary remains the same and the CCG is integrated into the single commissioning structure for **the Black Country and West Birmingham STP**
- 2 SWBCCG boundary remains the same and the CCG is integrated into the single commissioning structure for **Birmingham and Solihull STP**
- 3 SWBCCG boundary is redrawn so that **West Birmingham practices join the Birmingham and Solihull CCG**. This assumes that the Black Country CCGs merge and **Sandwell practices become part of a new, Black Country CCG** and is only viable if this merger takes place.
- 4 SWBCCG boundary remains the same and **becomes a single, standalone integrated care system with our partners**. This assumes the CCG does not join either the Black Country or the Birmingham and Solihull STP commissioning structures.
- 5 SWBCCG boundary remains the same but the CCG seeks an agreement with both STPs to form **a single Birmingham and the Black Country STP footprint**

Pre-consultation process - Phase 1

Pre-consultation engagement workshop with the CCG GP members

- Over 53 clinicians worked through a series of tasks to establish the **success criteria** and **weighting** for the potential options open for consultation
- Five options were then ranked against the success criteria

Pre-consultation process - Phase 2

Pre-Consultation Options Appraisal Process 27 February and 12 March

- Representatives from key stakeholder groups, non clinical, clinical, patients/public and CCG staff invited to four events
- To understand the success criteria and weighting for the potential options open for consultation
- Five options were then ranked against the success criteria

Discussion with partners

Numerous other meetings and individual briefings were also undertaken including:

- Discussions at three primary care network leads meetings
- Presentations at Health and Wellbeing Boards for Sandwell and Birmingham
- Discussions with our regulator NHS England
- Overview and Scrutiny

What the pre-consultation told us

Options one, two and three were the preferred options across all of the stakeholder groups and should be offered for full six week stakeholder consultation

Full stakeholder consultation on NHS Sandwell and West Birmingham CCG boundary Now tell us your opinion?

Monday 25 March to Tuesday 6 May 2019

The consultation options:

Option 1: SWBCCG boundary remains the same and the CCG is integrated into the single commissioning structure for **the Black Country and West Birmingham STP**

Option 2: SWBCCG boundary remains the same and the CCG is integrated into the single commissioning structure for **Birmingham and Solihull STP**.

Option 3: SWBCCG boundary is redrawn so that **West Birmingham practices join the Birmingham and Solihull CCG**. This assumes that the Black Country CCGs merge and **Sandwell practices become part of a new, Black Country CCG** and is only viable if this merger takes place.

Your feedback is vital

- The outcome of this six-week stakeholder consultation will ensure GP members are able to make an informed decision when they vote on the options in June 2019
- It will also assist the CCG in its discussions with partners once both the consultation and members' vote have been completed

Please now tell us your views

- Please take a few minutes to visit:
- <https://www.surveymonkey.co.uk/r/SWBCCGboundaries>
- Please note closing date is 6pm on the 6 May 2019



Following this consultation:

- All feedback will be analysed independently by NHS Arden and GEM CSU who will draft a consultation report
- The outcome of this consultation will allow the CCG Governing Body to have a robust discussion before sharing the consultation outcome report with GP members
- A process will then be undertaken allowing our GP members to vote on the future options for the CCG

Following the GP members vote

- The outcome of the vote will be received by the CCG Governing Body and then all stakeholders will be informed of the outcome

Timeline and next steps

11 February – 14 March 2019
Pre-consultation engagement (Complete)



25 March – 6 May 2019
Six week stakeholder consultation across



Week beginning 17 June 2019
GP Members vote

Thank you for taking part in the consultation

A review of Sandwell & West Birmingham CCG's commissioning boundary – Survey open 25 March to 6 May 2019

Sandwell and West Birmingham CCG is reviewing its commissioning boundary to ensure our footprint can support new relationships and emerging national policy as integrated care systems take hold across Birmingham and the Black Country. As a result, in February 2019 the CCG's Governing Body reviewed a long list of scenarios and identified five potential options for our future. These five options were then discussed in pre-consultation with over a hundred representatives from our CCG and agencies across our local health and social care system to understand which options best worked for them as interested parties. As a result of this pre-consultation engagement, the options have been narrowed to three. We are now taking these options to full consultation with our stakeholders; GP members and other clinicians, providers, local authorities, patient groups, neighbouring CCGs and STPs. The outcome of this consultation will allow the CCG's Governing Body to have a robust discussion, before sharing the consultation report with GP members to ensure that they have the opportunity to make an informed choice when they are asked to vote. Using the services of the Electoral Reform Service, a voting process will be undertaken allowing our GP members to vote on the future options for the CCG. The outcome of the vote will then be communicated to the Governing Body before being shared with wider stakeholders. As a valued stakeholder in our local health economy your views are very important to us and we would encourage you to participate in the survey using the questionnaire below.

You can also participate by joining CCG executives and representatives for an open event being held 30 April 9:30am – 12 noon at West Bromwich Albion Football ground. To register for this event please confirm your attendance with Natalie Harding natalieharding@nhs.net or telephone 0121 612 1447. We believe it is important that you have your say in this process and look forward to your input. Please note the survey will close 6pm on the 6 May 2019.

Option 1

SWBCCG boundary remains the same and the CCG is integrated into the single commissioning structure for the **Black Country and West Birmingham STP**

* 1. To what extent do you agree or disagree with option 1:

- ☐ Strongly agree
- ☐ Agree
- ☐ Neither agree nor disagree
- ☐ Disagree
- ☐ Strongly disagree
- ☐ Prefer not to say

Please tell us the reason for your answer

* 2. Thinking about the organisation/people/patients/others you work with/represent please indicate any impact of option 1:

- ☐ No impact
- ☐ Positive impact
- ☐ Negative impact
- ☐ Prefer not to say

Please tell us the reason for your answer:

- * 3. Following the consultation, if Option 1 was decided as the Option of choice to take forward, is there anything you would like to be taken into consideration to mitigate any concerns you may have:

Option 2

SWBCCG boundary remains the same and the CCG is integrated into the single commissioning structure for **Birmingham and Solihull STP**.

- * 4. To what extent do you agree or disagree with option 2:

- ☐ Strongly agree
- ☐ Agree
- ☐ Neither agree nor disagree
- ☐ Disagree
- ☐ Strongly disagree
- ☐ Prefer not to say

Please tell us the reason for your answer

- * 5. Thinking about the organisation/people/patients/others you work with/represent please indicate any impact of option 2:

- ☐ No impact
- ☐ Positive Impact
- ☐ Negative impact
- ☒ Prefer not to say

Please tell us the reason for your answer:

6. Following the consultation, if Option 2 was decided as the Option of choice to take forward, is there anything you would like to be taken into consideration to mitigate any concerns you may have:

Option 3

SWBCCG boundary is redrawn so that **West Birmingham practices join the Birmingham and Solihull CCG**. This assumes that the Black Country CCGs merge and **Sandwell practices become part of a new, Black Country CCG** and is only viable if this merger takes place.

* 7. To what extent do you agree or disagree with option 3:

- ☐ Strongly agree
- ☐ Agree
- ☐ Neither agree nor disagree
- ☐ Disagree
- ☐ Strongly disagree
- ☐ Prefer not to say

Please tell us the reason for your answer

* 8. Thinking about the organisation/people/patients/others you work with/represent please indicate any impact of Option 3:

- ☐ No impact
- ☐ Positive impact
- ☐ Negative impact
- ☐ Prefer not to say

Please tell us the reason for your answer:

- * 9. Following the consultation, if Option 3 was decided as the Option of choice to take forward, is there anything you would like to be taken into consideration to mitigate any concerns you may have:

10. Please tell us your (optional):

Name

Company

* 11. Please tell us who you represent:

- ☐ Local authority
- ☐ Neighbouring CCG to Sandwell and West Birmingham CCG
- ☐ Patients
- ☐ NHS Provider other than GP Practice
- ☐ GP Practice
- ☐ GP Member
- ☐ Other clinician
- ☐ Which organisation do you represent?

Done