

BIRMINGHAM HEALTH & SOCIAL CARE O&S COMMITTEE

1ST SEPTEMBER 2020

BLACK COUNTRY AND WEST BIRMINGHAM CCGs FUTURE COMMISSIONING INTENTIONS

Contact Details

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Purpose of Report

This report seeks to provide Members of the Birmingham Health and Care Overview and Scrutiny with:

- Information about the proposed merger of the 4 CCGs across the Black Country and West Birmingham to form a single large CCG.
- Implications to consider for West Birmingham
- Set out a forward approach to commissioning and delivering services to meet the needs of the West Birmingham population

Introduction.

West Birmingham is an area within the Birmingham Local Authority area, made up of two parliamentary constituencies, Ladywood and Perry Barr. The area is home to c 260,000 people. It is the youngest area in Birmingham with 41% of residents being aged below 25 and the most diverse with 67% of the population coming from a BAME community. The area contains some areas of significant deprivation alongside longstanding health inequalities.

West Birmingham sits at a critical intersection in terms of health service planning, with the border between two STPs and two CCGs running through it. 80% of the West Birmingham Locality falls within Sandwell and West Birmingham CCG, the remainder is within Birmingham and Solihull CCG.

The CCG boundaries were set in 2013 when Sandwell and West Birmingham CCG was created from the merger of Sandwell and Heart of Birmingham PCTs, with primary reference to patient flows through the health system. 90% of the residents in West Birmingham attend either City Hospital or Sandwell Hospital to have their secondary and urgent/emergency health needs met.

The lack of alignment between the health planning boundaries and the local authority boundaries has the potential to complicate partnership working with Birmingham City Council and could, consequently, result in an inconsistent health and social care offer to local people.

CCGs are clinically led organisations with local GPs as voting members. An option to reposition the border to make it co-terminus with Birmingham City Council was considered by West Birmingham GPs in 2019. This realignment option was rejected with GPs, who believed that a continued alignment with Sandwell would represent the best option for patients given the high proportion of work undertaken in partnership with Sandwell and West Birmingham Trust, particularly in view of the development of the Midland Metropolitan University Hospital.

Local people also recognise Sandwell and West Birmingham Hospital Trust as their access point to secondary and acute service provision.

Implementing the NHS Long Term Plan

The NHS Long Term Plan contains clear guidance on how health and social care services should be organised in the future. The plan highlights three important levels for decision making:

System (population circa 1 million to 3 million people) - The highest level of planning in which an area's health and care partners come together to set strategic direction and develop economies of scale. The guidance builds upon the partnerships created through STPs and further strengthens these through the formation of Integrated Care Systems.

Place (population circa 250,000 to 500,000) - Draw health and care providers together into an integrated care partnership. The Place is the level at which relationships with local councils, community hospitals and the voluntary and community sector are developed and maintained.

Neighbourhood (population circa 30,000 – 50,000) - Served by groups of GP practices working with NHS community services, social care, and others to deliver more co-ordinated services through primary care networks.

At a system level, West Birmingham is part of the Black Country and West Birmingham STP. Currently 4 CCGs work in collaboration as part of this CCG: Dudley, Sandwell & West Birmingham, Walsall, and Wolverhampton. In line with national policy direction a merger of these 4 CCGs is currently being considered to create an Integrated Care System covering a population of 1.5 million people.

At the Place level it is proposed that 5 Places be established: Dudley, Sandwell, Walsall, West Birmingham, and Wolverhampton. Each Place is connected to its respective local council.

At the Neighbourhood level 34 primary care networks have been formed across the Black Country and West Birmingham area, and local partnerships with community service providers and social work teams are being formed.



The proposal to merge the 4 CCGs into a single CCG is a significant change in terms of formal governance and constitution and as such it is the subject of a formal approval process by NHSE/I.

The views of stakeholders, to include Birmingham City Council, Birmingham Healthwatch and health and social care providers are being sought ahead of a vote by GP members in October 2020.

A positive vote from the GP members will result in an application being made to NHSE for a merger from April 2021.

Implications for West Birmingham.

The emerging arrangements set out above provide a significant opportunity to continue to build relationships to address the needs of the West Birmingham population.

a) Health and Care Planning

System Level

Whilst West Birmingham falls within a different STP to the rest of Birmingham, and no mandate currently exists to change this, measures are in place to mitigate the impact. Representatives from West Birmingham are Associate Members of Birmingham and Solihull STP.

The system level planning priorities for both the Black Country and West Birmingham and for Birmingham and Solihull show very high level of alignment; both having been formed to deliver on the requirements of the NHS Long Term Plan. This alignment will continue to grow as systems transition from STPs to ICSs.

Additionally, the two areas increasingly come together to secure the required economies of scale to deliver on policy priorities. Current examples include the current review of Adult Critical Care capacity across the region and the planning of urgent and emergency care.

Place Level

The West Birmingham Place is already recognised as a key unit for the planning and delivery of health and care services within the Black Country and West Birmingham STP, Birmingham and Solihull STP and within Birmingham City Council.

Key service providers like Birmingham Community Health Care NHS Trust and Birmingham and Solihull Mental Health Foundation Trust also recognise West Birmingham as one of the 5 localities within Birmingham and have redesigned their teams accordingly.

This high level of alignment between stakeholders and partners is reflected into the membership for the Ladywood and Perry Barr Integrated Care Partnership which has been formed to drive outcomes through integrated service delivery for the local West Birmingham population.

To sit alongside the ICP Board a West Birmingham Citizen Engagement Forum has been established to provide a mechanism for securing the citizen voice.

Neighbourhood Level

5 PCNs fall within the West Birmingham Place, 4 hold contracts with The Black Country and West Birmingham CCG and 1 with Birmingham and Solihull CCG. The contract that sets out the requirements of each is nationally mandated by NHSE and the requirements are therefore the same for all 5.

Agreement has been secured between the two CCGs to bring the PCNs together to form a single response to local issues like the delivery of flu vaccinations in a way which creates maximum uptake amongst the local population.

b) Implications for Commissioning

The purpose of commissioning is to achieve outcomes for citizens, communities, and populations. As such it is critical that commissioners are not only informed by national objectives and policy priorities but also by the local context within which they work.

It is therefore critical that the commissioning approach taken in West Birmingham is coherent with the rest of the City and supports delivery of the Health and Wellbeing Strategy. To enable this public health data has been used to create an outcomes framework to guide the priorities of the Ladywood and Perry Barr Integrated Care Partnership.

For some areas of a more formal joint commissioning arrangement is required. The Black Country and West Birmingham CCG already have formal arrangements with Birmingham and Solihull CCG for the commissioning of single city-wide service offers for mental health and learning disabilities. These arrangements are further consolidated via Section 75 agreements with Birmingham City Council. All parties are committed to continuing to work together to continuously drive improvement.

Similarly, The Black Country and West Birmingham CCG are key stakeholders in the delivery of pan-Birmingham programmes like the Birmingham Older People's Programme which has workstream priorities around key issues relating to intermediate care (Early Intervention), care homes and integrated working within neighbourhoods. Joint commissioning of Section 75 budgets in respect of these programmes will be through the Better Care Fund arrangements – principally the Better Care Fund Commissioning Executive - with a line of accountability to the Birmingham Health and Well-being Board. The West Birmingham Managing Director will have place on the BCF Commissioning Executive.

In other instances where Sandwell and West Birmingham NHS Trust are the key stakeholder, such as elective care and maternity services, commissioning will be undertaken to maximise the outcomes achieved through the current pathways.

Over the coming period the West Birmingham Managing Director will lead a review of current arrangements, alongside stakeholders and partners, to ensure that they are comprehensive and formed to drive the best possible outcomes for the West Birmingham population.

An early review has identified an opportunity to strengthen joint commissioning arrangements for children and young people and to form stronger links with the Birmingham Children's Trust to meet the needs of the many children, young people and families living in West Birmingham.

Implications for Governance and Leadership

Contained within the Black Country and West Birmingham's plans for merger is a proposal to create a single Governing Body for system supported by 5 Place based Commissioning Boards.

The terms of reference and delegated responsibilities for the West Birmingham Commissioning Board are still being considered to take account of the views of GP Members and other stakeholders.

The West Birmingham Commissioning Board will hold responsibility for developing and implementing the West Birmingham Commissioning Strategy and Delivery Plan. JSNA

information will be used to inform the plan which will be developed in full consultation with the Birmingham Health and Wellbeing Board.

Work is currently underway to confirm which budgets will be delegated to the Board, however these are anticipated to be those associated with primary and community services, to include the voluntary and community sector.

A Clinical Chair will be appointed to lead the work of the Board supported by GP Board Members, Lay Members, and officers from the CCG.

To acknowledge the role of key strategic stakeholders Birmingham and Solihull CCG, Birmingham Public Health and Birmingham Adult Social Care will also have seats on the Board.

To add to this infrastructure the Black Country and West Birmingham CCGs have invested in a West Birmingham Managing Director and are in the process of creating a team to focus specifically on meeting the needs of the West Birmingham population.

Agreement has been reached to co-locate the West Birmingham team with Birmingham and Solihull CCG. Options to have some drop down space at Woodcock Street will also be explored to further consolidate joint working with Birmingham City Council.

Conclusion and Next Steps

The health and social care system is complex. No one organisation can meet the needs of people, places, or populations on their own.

West Birmingham is an area of high deprivation and need, with significant health inequalities. For some services like secondary and acute care the population faces West towards Sandwell, for others like mental health the population faces towards Birmingham.

This complexity cannot be resolved by realigning the boundary. To respond well a flexible collaborative approach to commissioning is required, which recognises and respects clinical pathways and supports a positive customer journey.

This paper sets out proposals for how this can be achieved working alongside Birmingham City Council, Birmingham and Solihull CCG, health and social care delivery partners and local people. The approach set out in this paper is supported by Birmingham and Solihull CCG and key officers at Birmingham City Council.

Some of the arrangements like the wider merger of the Black Country and West Birmingham CCGs are still being considered, whilst others like the detail of the place-based arrangements are still in development working alongside local stakeholders.

The view of Health Overview and Scrutiny Members are welcomed at this point.

Report Copied to:

- Councillor Paulette Hamilton – Cabinet Member Health and Social Care
- Paul Maubach – Accountable Officer – Black Country and West Birmingham CCGs
- Dr Ian Sykes – Chair – Sandwell and West Birmingham CCG
- Paul Jennings – Chief Executive – Birmingham and Solihull CCG
- Graeme Betts – Director Adult Social Care, Birmingham City Council
- Louise Collett – Assistant Director of Commissioning – Birmingham City Council
- Dr Justin Varney – Director of Public Health – Birmingham City Council
- Andy Cave – Chief Executive – Birmingham Healthwatch