

Establishment of a Single Health and Well-being Board between Middlesbrough Council and Redcar & Cleveland

27 FEBRUARY 2017

1 What is the purpose of this report?

- 1.1 To seek Middlesbrough Council's Health Scrutiny panel's views/comments on the proposal to establish a single health and well-being board between Middlesbrough Borough Council and Redcar & Cleveland Borough Council.

2 Background

- 2.1 Health and well-being boards were established in April 2013 as part of the Health and Social Care Act 2012. Since then health and well-being boards have taken on additional responsibilities such as the Better Care Fund (BCF), Improved Better Care Fund (iBCF), including the requirement to develop an integrated vision on integration of health and social care.
- 2.2 There are increasing expectations for the health and well-being boards to sign off and receive updates on health and social care plans, to be consulted on service changes and improvements and sign up to charters and pledges. This has led to concerns nationally on the effectiveness of health and well-being boards as their agendas are dominated by NHS, health and adult social care issues and less focus on improving well-being, or children and young people's outcomes.
- 2.3 The LGA has published reports on the effectiveness of health and well-being boards and identified the following success factors:
- a. A focus on place, as the most effective HWBs act as "anchors of place",
 - b. Committed leadership, exerting influence across the council, place and health and care system,
 - c. Collaborative plumbing, to underpin the leadership of place and influence,
 - d. A geography that works, or the capacity to make the geography work.
- 2.4 Redcar and Cleveland Borough Council and Middlesbrough Borough Council have been working jointly to develop a single health and well-being board. There have been three development sessions between Redcar & Cleveland Health and Wellbeing Board and Middlesbrough Health and Wellbeing Board to explore opportunities for joint working building on a joint arrangement already in place. The sessions were as follows:

- a. First development session held on the 26th of September 2016 and the key recommendation was for more joined up work on physical activity. Following the session a physical activity conference was held in December 2016 attracting a wide representation from the two local authority areas. Recently the two local authorities, together with local partners were successful in a joint bid to become a Local Delivery Pilot for the Sports England £130 million investment.
- b. The second development session was held on the 24th of May 2017 and focused on developing a vision for health and social care integration. This is in line with the requirement from the improved Better Care Fund (iBCF) to have by 2020 a wider integration vision with links to wider health and local government strategies including housing and planning.
- c. The third session was held on the 14th of December 2017 and focused on the establishment of a single Health and Wellbeing Board across Middlesbrough and Redcar & Cleveland. The outcome of this session was a draft vision, priorities and key principles including further work that needed to be carried out to establish a single health and well-being board.

3 Benefits of a Single Health and Wellbeing Board arrangement

- 3.1 Integration of health and social care services is a key consideration for both local authorities and NHS partners. The establishment of a single Health & Wellbeing Board will provide an opportunity to provide strategic direction for integrated and joined up approach in commissioning, planning and service delivery to improve outcomes and maximise use of resources.
- 3.2 Both areas have similar health and wellbeing challenges such as poor health outcomes, ageing population, levels of deprivation, health inequalities, gaps in life expectancy and financial challenges. A single Health and Wellbeing Board will ensure joined up efforts across a wider geography and larger population as well as ensuring there is oversight and assurance of the local health and social care system.
- 3.3 Health and social care policy updates and signing local plans dominate the agendas for both Health and Wellbeing Boards crowding out the broader well-being and prevention discussions. A single board will provide an opportunity to develop beyond their health and social care focus to create space on their agenda to discuss other important determinants of poor health and wellbeing – e.g. domestic violence, fuel poverty, inclusive growth, worklessness and poverty.
- 3.4 There are a number of health and social care national directives, initiatives and policies being imposed on the health and social care system with limited local authority engagement. A single Health and Wellbeing Board will provide a stronger voice across the region for advocacy, challenge and holding to account a number of agencies and transformation programmes spanning wider geographical areas such as the accountable care systems, partnerships and organisations.

3.5 In establishing the single Health and Wellbeing Board there are opportunities to build on joint working between the two local authorities already underway. This includes the following:

- a. Joint public health service,
- b. Single Point of Access,
- c. Joint arrangement for managing the Better Care Fund,
- d. South Tees Integration Executive and the agreed work streams,
- e. South Tees Transformation Chief Executives,
- f. Sports England Local Delivery Pilot.

3.6 A single Health and Wellbeing Board will enable partnerships to be streamlined thereby improving the effectiveness and efficiency of partnership working and greater collaboration. There are a number of agencies that work across both the two local authority areas and a single Health and Wellbeing Board will increase attendance at partnership meetings.

4 Scope and remit of the Single Health and Wellbeing Board

4.1 Vision and priorities

At the last joint Health and Wellbeing development session in December 2017, the members from the two Health and Wellbeing Boards agreed a shared vision, principles and priorities. The vision for the single Health and Wellbeing board is to: Empower the citizens of South Tees to live longer and healthier lives. With a focus on the following areas key themes

- a. Inequalities - Addressing the underlying causes of inequalities across the local communities,
- b. Integration and Collaboration - across planning, commissioning and service delivery,
- c. Information and Data – data sharing, shared evidence, community information, and information given to people.

4.2 The following shared priorities were agreed for each theme

- a. Inequalities - Addressing the underlying causes of inequalities across the local communities, through a coordinated approach to;
 - Tackling worklessness and underlying health issues,
 - Tackling poverty, financial inclusion and welfare reforms,
 - Tackling fuel poverty,
 - Violence prevention,
 - Promoting good mental health and emotional wellbeing,
 - Maximising the benefits of economic development for all communities,
 - Promoting healthy lifestyles,
 - Developing resilient communities.
- b. Integration and collaboration
 - Joint decision making – single Health and Wellbeing Board and streamlined partnerships,
 - Further develop approaches for joint commissioning of health and social care for adults and children as well as joint working with other commissioning organisations to address the wider health and well-being challenges,

- Develop new models of service delivery models that integrate health, social care, housing, VCS, police and fire service.

c. Information and Data

- Develop joint understanding of the local challenges through better use of information and intelligence,
- Improved use of intelligence to drive planning and service improvements,
- Improved arrangements for data sharing and integrated data systems,
- Ensuring the local narrative, community information and qualitative information is also considered,
- Joined up approaches for sharing information with residents.

4.3 Once established the Single Health and Wellbeing Board will develop an annual work programme to focus on key issues that address the priority areas. The Board will also monitor and receive update reports on progress against the work programme. The work programme will be reviewed annually as part of the planning and commissioning cycle.

5 **Proposed governance arrangements for the single Health and Wellbeing Board**

5.1 *Board Membership*

5.1.1 The Health and Social Care Act 2012 sets out the core membership for Health and Wellbeing Boards. They should consist of:

- at least one nominated councillor of the local authority
- the director of adult social services for the local authority
- the director of children's services for the local authority
- the director of public health for the local authority
- a representative of clinical commissioning group
- a representative of the local HealthWatch organisation

The broad remit of health and wellbeing boards means they will need to engage with a wide range of stakeholders as well as local people and communities. It is therefore proposed to have a core membership of senior leaders for the Single Health and Wellbeing Board and co-opt additional members as the agenda directs. The membership will be reviewed after 12 months with a view to streamlining membership once wider Health and Wellbeing Board engagement is developed.

5.1.2 It is proposed that the initial single Health and Wellbeing Board membership is as follows:

- Leader of Redcar & Cleveland Council,
- Mayor of Middlesbrough Council,
- Chief Executive Middlesbrough Council,
- Chief Executive Redcar & Cleveland Council,
- 3 Cabinet Members from Redcar & Cleveland Council,
- 3 Executive Members from Middlesbrough Council,
- Nominated Elected Member from Middlesbrough Council,

- Nominated Elected Member from Redcar & Cleveland Council,
- Chair of NHS South Tees Clinical Commissioning Group (STCCG),
- Chief Officer NHS South Tees Clinical Commissioning Group (STCCG),
- Director Adult Social Care and Health Integration for Middlesbrough,
- Corporate Director for Adults and Communities for Redcar & Cleveland,
- Executive Director of Children's Services for Middlesbrough,
- Corporate Director of Children's Services for Redcar & Cleveland,
- Director of Public Health for Middlesbrough and Redcar & Cleveland,
- Senior representative of the local HealthWatch,
- Chief Executive of South Tees Hospitals NHS Foundation Trust (STHFT),
- Chief Executive of Tees, Esk and Wear Valley NHS Foundation Trust (TEWV),
- Senior representative on behalf of Middlesbrough and Redcar Voluntary Development Agencies,
- Senior leader on behalf of Coast & Country Housing and Thirteen Housing Group,
- Chief Constable Cleveland Police,
- Chief Fire Officer Cleveland Fire Service

5.1.3 The two Health and Wellbeing Boards will be exercising their functions jointly. The Chair and Vice Chair of the single Board will be rotated between the current Chairs of the existing Health and Wellbeing Boards for each meeting.

5.2 *Terms of reference*

5.2.1 In order to ensure robust governance arrangements are in place a draft terms of reference, work plan and performance framework have been developed for the single Health and Wellbeing Board between the two councils. The governance arrangements have been developed in consultation with the legal departments for Middlesbrough Borough Council and Redcar and Cleveland Borough Council. These will be finalised and agreed by both Councils before the first formal meeting of the Single Health and Wellbeing Board to be held in June 2018. The draft terms of reference for the Single Health and Wellbeing Board are attached at appendix 1.

5.3 *Wider engagement*

5.3.1 Political engagement

Health and Wellbeing Boards are not typical of local authority committees as they were established under separate legislation. In establishing the single Health and Wellbeing Board there are opportunities for improving the broader political engagement on health and wellbeing through the Redcar & Cleveland Cabinet and Middlesbrough Executive; scrutiny and local political engagement arrangements for each of the Councils The single Health and Wellbeing Board will report to the Redcar & Cleveland Cabinet and Middlesbrough Executive on the work programme and progress.

5.3.2 Multi-agency engagement

In establishing the single Health and Wellbeing Board it is recognised that board effectiveness will require engagement outside of the formal board meetings. The Board will develop an engagement plan as part of its work programme and this will range from issue specific engagement to establishing task and finish groups to undertake specific pieces of work. These will ensure that the right stakeholders are brought together to develop action plans for specific issues.

5.3.3 Local community engagement

All stakeholders recognise that the Health and Wellbeing Board has a role in connecting with the local communities. The single Board will make use of existing local arrangements, where they are effective, for engaging with communities and seek additional engagement routes to ensure local views inform plans and the work of the Board.

5.4 *Scrutiny and audit arrangements*

- 5.4.1 The existing scrutiny and audit arrangements for each Council in respect of oversight of public health, health, social care, community services and children's services will remain. The relevant Committees of each Council responsible for scrutiny and audit will retain the right to inspect any plans, proposals and documents relating to the single health and well-being board.

There will also be the opportunity to utilise the South Tees Joint Health scrutiny arrangements to scrutinise the work of the Health and Wellbeing Board.

6 Streamlining the supporting partnership structures for the single Health and Wellbeing Board

- 6.1 To be effective the single Health and Wellbeing Board will require a streamlined governance and partnership arrangements. Currently, there are a number of working groups in existence to support both Health and Wellbeing Boards and the integration agenda. The governance arrangements for these sub-groups is not always clear and there are areas of overlap and duplication. There are also nationally directed partnerships or statutory requirements which require clarity locally to ensure alignment with local arrangements.
- 6.2 There is need to establish a supporting structure that ensures the process of decision making is clear and reporting lines are understandable as well as reducing the overall levels of cross over and duplication in the system.
- 6.3 To support the Board in the delivery of its priorities it is proposed that a joint Health and Wellbeing Executive is established. This will build on the current Redcar & Cleveland

Health and Wellbeing Executive and the South Tees Integration Executive Group arrangements.

- 6.4 The joint Health and Wellbeing Executive will oversee and ensure the progress and implementation of the Board's work programme and create opportunities for the single Health and Wellbeing Board to focus on the priorities. The joint Health and Wellbeing Executive will
- a. Be responsible for establishing appropriate task and finish groups where necessary to deliver key programmes of work. This will reflect the fluid and changing nature of priorities and ensure that the right people and organisations are involved in relevant pieces of work.
 - b. Progressing a number of statutory functions on behalf of the Single Health and Wellbeing Board such as
 - Refresh of the Joint Strategic Needs Assessment and Pharmaceutical Needs Assessment,
 - Approve Better Care Fund plans and monitoring returns,
 - Note CCG Operational Plan/ Annual Report,
 - Receive Health Protection Assurance Report,
 - Receive HealthWatch updates and reports,
 - Liaising with scrutiny on work programmes and progressing scrutiny recommendations,
 - Respond to adhoc requests for health and wellbeing responses

6.5 It is proposed that the joint Health and Wellbeing Executive is a system wide partnership that comprises of senior officers from:

- NHS South Tees Clinical Commissioning Group (STCCG)
- South Tees Hospitals NHS Foundation Trust (STHFT)
- Tees, Esk and Wear Valley NHS Foundation Trust (TEWV)
- Primary care representation
- Middlesbrough Borough Council
- Redcar & Cleveland Borough Council
- Middlesbrough Voluntary Development Agency
- Redcar Voluntary Development Agency
- Coast & Country Housing
- Thirteen Housing Group
- HealthWatch

Additional officers will be invited to attend as the agenda dictates

The Chairs of the single Health and Wellbeing Board will also have a standing invite to attend the Health and Well-being Executive.

A draft term of reference for the joint Health and Wellbeing Executive is attached at appendix 2.

6.6 *Strategic partnerships*

There are a number of strategic partnership that are in place to progress local priorities or are a requirement (statutory or expectations by regulatory bodies such as CQC or Ofsted). These partnerships will remain in place and will report to the health and well-being board. These partnerships include the following:

- a. Local Children's trust arrangements,,
- b. Local Safeguarding Children's Board,
- c. Adult Safeguarding Board,
- d. Community Safety Partnerships

Whilst the role of each strategic partnership may differ depending on the issue being addressed there is an opportunity for the Single Board to ensure there is an interface between the various partnerships and a shared responsibility. This will be achieved via joint membership across the various partnerships and the sharing of work plans and priorities.

7 Who have we consulted?

7.1 The development of the proposal for a single Health and Wellbeing Board has included consultation with the members of both Middlesbrough Health and Wellbeing Board and Redcar & Cleveland Health and Wellbeing Board this included

- Mayor and leader,
- Elected members,
- Key local government officers,
- NHS South Tees Clinical Commissioning Group,
- The two Voluntary Development agencies for Redcar and Middlesbrough.
- Foundation Trusts,
- Housing Providers,
- Fire Service,
- Cleveland Police,
- HealthWatch.

8. Who will benefit from the proposal?

8.1 The single Health and Wellbeing Board will deliver improved outcomes across both local authority areas. It will enable effective and efficient joint working with partners on commissioning and delivering health and well-being services. The key benefits from the joint service are summarised in section 3 above.

9. How will it deliver our priorities and improve our performance?

9.1 The single health and well-being board will deliver the both Councils priorities set out in Our Flourishing Future (RCBC) and the Mayor's Vision – Fairer, Safer and Stronger (MBC). In order to ensure a focus on the delivery of local priorities for each Council the Board will develop its delivery plan taking account local priorities and areas for

improvement. The plan will specify the commissioning intentions, performance outcomes and targets to be achieved.

10 What are the resource implications (financial, human resources)?

- 10.1 In order to effectively support the single Health and Wellbeing Board and its Executive there needs to be coordination of the various work streams, programmes and partnerships. It is proposed for this coordination and oversight to be managed by the South Tees Integration Programme Manager, supported by the Programme Coordinator. This arrangement is already funded via the two local authorities, South Tees CCG and the 2 NHS Foundation trusts. This fits in with the requirement for local areas to have an agreed vision for health and social care integration to 2020 and enables the single Health and Wellbeing Board to shift its emphasis from being a “Better Care Fund programme” to a more ambitious range of work which reflects our comprehensive integration agenda of which the BCF is one mechanism for delivery.
- 10.2 Given the wider remit of the single Health and Wellbeing Board and the need to ensure that there is effective coordination and management of all programmes and work streams it is proposed that an additional Programme Coordinator/ Governance Officer is appointed funded via the Better Care Fund Programmes. Administrative support for the Single Health and Wellbeing Board meetings will be rotated between the committee officers of the constituent boroughs.

11 What will be the impact on equality and diversity?

- 11.1 One of the priorities for the single Health and Wellbeing Board is to reduce health inequalities and improving outcomes. This will have a positive impact on equality and diversity across the borough

12 What will be the impact on our carbon footprint?

- 12.1 Impact on our carbon footprint should be negligible.

13 Are there any legal considerations?

- 13.1 Health and Social care Act 2012

The Health and Social Care Act 2012 sets out the duties and powers of Health and Wellbeing Boards. Health and Wellbeing Boards are a formal committee of the local authority charged with promoting greater integration and partnership between bodies from the NHS, public health and local government. Health and Wellbeing Boards have a statutory duty, with clinical commissioning groups (CCGs), to produce a joint strategic needs assessment and a joint health and wellbeing strategy for their local population.

The Act allows for joint working between the two Health and Wellbeing Boards either as a fully joint Health and Well-being Board, or establishing a joint subcommittee reporting to the two boards. The Act states that: *Two or more Health and Wellbeing Boards may make arrangements for—*

1. *any of their functions to be exercisable jointly;*
2. *any of their functions to be exercisable by a joint sub-committee of the Boards;*
3. *a joint sub-committee of the Boards to advise them on any matter related to the exercise of their functions.*

13.2 Local Government Act 1972

The Local Government Act 1972 makes provision with respect to local government and the functions of local authorities. The Act states that:

Two or more local authorities may discharge any of their functions jointly and, where arrangements are in force for them to do so,—

(a) they may also arrange for the discharge of those functions by a joint committee of theirs or by an officer of one of them and subsection (2) above shall apply in relation to those functions as it applies in relation to the functions of the individual authorities; and

(b) any enactment relating to those functions or the authorities by whom or the areas in respect of which they are to be discharged shall have effect subject to all necessary modifications in its application in relation to those functions and the authorities by whom and the areas in respect of which (whether in pursuance of the arrangements or otherwise) they are to be discharged.

14 What are the risks involved?

14.1 A risk register will be developed as well as clear exit and termination arrangements.

15 What options have been considered?

15.1 The other option for this proposal is to retain the current arrangement for each local authority to have separate arrangements for Health and Wellbeing Board with further consideration on how joint working could be achieved to drive forward common priorities.

16 Background papers

No background papers other than published works were used in writing this report.

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