

Cabinet  
Council

3<sup>rd</sup> January 2017  
24<sup>th</sup> January 2017

**Name of Cabinet Member:**

Cabinet Member for Adult Social Care - Councillor F Abbott  
Cabinet Member for Public Health & Sport - Councillor K Caan

**Director Approving Submission of the report:**

Executive Director, People

**Ward(s) affected:** All

**Title:**

Coventry and Warwickshire Sustainability and Transformation Plan

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**Is this a key decision?**

Yes

The Sustainability and Transformation Plan has implications for citizens across the City

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**Executive Summary:**

The purpose of this report is to clearly set out the City Councils position in respect of the Coventry and Warwickshire Sustainability and Transformation Plan (STP) and how the City Council will proceed in working with NHS organisations regarding the further progression of the STP in Coventry.

This report presents Cabinet and Council with the background to the development of the STP; the Coventry and Warwickshire STP submission; and the next steps in terms to further development and engagement.

In December 2015 NHS England outlined a new approach to help ensure that health and Care services are built around the needs of local populations with the introduction of STPs, based upon integration and joint working across the Health and Wellbeing system. They are intended to provide the method by which the *NHS Five year Forward View* is translated by the NHS into practice by closing the quality, cost and wellbeing gaps. Although the STP process is governed by NHS England, it is being undertaken with the support of the Local Government Association and requires local health and care organisations across the country to come together to form 44 STP footprints with Coventry & Warwickshire being one footprint. STP footprints are not statutory bodies but collective discussion and planning forums to bring together health and care leaders to plan services for the populations they serve. The Coventry and Warwickshire STP does not have delegated authority for decision making from its member organisations.

Therefore, the involvement of the key leads from the local authority alongside elected member input and scrutiny enables the City Council to ensure that the STP can deliver what is required for the citizens of Coventry, and particularly in areas relating to Public Health and Social Care. The City Council will be required, by virtue of its constitution to make decisions relating the elements of the STP that impact on the City Council through its normal decision making processes.

In respect of progressing the STP, the Coventry and Warwickshire footprint submitted its STP to NHS England in October 2016 and following feedback, the plan was released publicly on 7<sup>th</sup> December 2016. This plan focussed on five key transformational programmes which now need to be subject to more detailed design so that impacts and benefits can be better understood in order to enable decisions to be made regarding implementation.

It is critically important for the City Council to continue to work with health organisations in progressing the STP. The potential implications and opportunities for the City Council in managing very challenging social care demands and delivering on its agenda to improve the health and well-being of its population are significant and require the active input of organisations within the STP programme.

### **Recommendations:**

Cabinet is requested to:

- (1) Ensure Councillor scrutiny and involvement in the developing work streams within the Sustainability and Transformation Plan through the Health and Social Care Scrutiny Board (5), Coventry Health and Well Board, relevant Cabinet Member briefings and reports to Cabinet and Council as required.
- (2) Agree that all members of Coventry Health & Well-being Board have access to all STP documentation to ensure it can continue its role in facilitating partnership working by providing a strategic link for the Sustainability and Transformation Plan, with a particular emphasis on the Proactive & Preventative work stream, and the crucial role of social care in the overall sustainability of the Health and Social Care economy.
- (3) Note the approach to wider engagement being undertaken by the NHS as outlined at appendix 2, and to ensure the City Council takes an active role within the engagement process.
- (4) Recommend that Council:
  - a) Note the City Council position in relation Coventry and Warwickshire Sustainability and Transformation Plan as described in the letter from the Leader of City Council (Appendix 4), submitted in October to NHS England
  - b) Agree that the City Council continues to take a key role in the continued partnership working approach to the development of the work streams within the Sustainability and Transformation Plan, with a particular emphasis on the Proactive and Preventative work stream and the crucial role of social care in the overall sustainability of the Health and Social Care economy, with such

involvement to be led by the Executive Director, People, and this involvement to be signalled publicly through the continued use of the City Council logo on Sustainability and Transformation Plan documentation.

- c) Consider the contents of paragraph 2.4.1 of Health Overview Scrutiny Committees (Scrutiny Board 5) who considered the Sustainability and Transformation Plan submission and the proposed approach to engagement at its meeting on the 7 December 2017

Council is recommended to:

- (1) Note the City Council position in relation to Coventry and Warwickshire Sustainability and Transformation Plan, as described in the letter from the Leader of City Council (Appendix 4), submitted in October to NHS England.
- (2) Agree that the City Council continues to take a key role in the continued partnership working approach to the development of the work streams within the Sustainability and Transformation Plan, with a particular emphasis on the Proactive and Preventative work stream and the crucial role of social care in the overall sustainability of the Health and Social Care economy, with such involvement to be led by the Executive Director, People, and this involvement to be signalled publicly through the continued use of the City Council logo on Sustainability and Transformation Plan documentation.
- (3) Consider the contents of paragraph 2.4.1 of Health Overview Scrutiny Committee (Scrutiny Board 5) who considered the Sustainability and Transformation Plan submission and the proposed approach to engagement at its meeting on the 7 December 2017

**List of Appendices included:**

Appendix 1: STP Submission Document

Appendix 2: STP Engagement Plan: The Big Conversation

Appendix 3: Coventry and Warwickshire Health and Well-being Board Concordat

Appendix 4: Letter confirming Coventry City Council position in relation to October 2016 submission

Appendix 5: Letter to Rt Hon J Hunt MP confirming Health and Social Care Scrutiny Board (5) position in relation to STP Submission Document

**Background papers:**

None

**Other Useful documents:**

NHS Five Year Forward View: <https://www.england.nhs.uk/wp-content/uploads/2014/10/5yfv-web.pdf>

**Has it been or will it be considered by Scrutiny?**

No – although this report has not been considered by Scrutiny, the Health and Social Care Scrutiny Board (5) considered the matter at its meeting on 7<sup>th</sup> December 2016. Comments have been included in the report in section 2.4

**Has it been or will it be considered by any other Council Committee, Advisory Panel or other body?**

No – although this report has not been considered elsewhere, the Coventry Health and Well-being Board considered this matter at their meeting on 28<sup>th</sup> November 2016

**Will this report go to Council?**

Yes

24<sup>th</sup> January 2017

## **Report title: Coventry and Warwickshire Sustainability and Transformation Plan**

### **1. Context (or background)**

- 1.1 The Chancellor announced, as part of the Spending Review and Autumn Statement, that every part of the country is required to have a locally led plan for Health and Social Care integration in place by 2017 which should be implemented by 2020. This needs to be seen in the context of substantial financial challenges for the health and social care system across Coventry and Warwickshire, including a forecast budget shortfall of £300m, of which 4million is Coventry City Council shortfall based on social care savings and reduction to public health grant if savings plans are not implemented.
- 1.2 NHS England produced guidance called "Delivering the Forward View: NHS planning guidance 2016/17 – 2020/21" in December 2015. This includes addressing three 'gaps':
- The health and wellbeing gap – the pressing need to reduce demand on the NHS by shifting the focus towards prevention and addressing health inequalities
  - The care and quality gap – to harness technology and innovation to reduce variations in the quality, safety and outcomes in care
  - The funding and efficiency gap – to ensure that additional funding for the NHS is used to improve efficiencies, transform services and achieve financial sustainability
- 1.3 Sustainability and Transformation Plans (STPS) are a different approach to responding to the challenges for health and social care over future years. They are intended to be a shift from a top down process to a collaborative 'place based' approach to managing health and social care. This is a significant change from existing practice and culture which has been based on individual organisations and competition. The NHS planning guidance recognises that to get NHS institutions to embrace and adopt this different way of working will require behavioural change. STPs are supported by six of the national health and care bodies: NHS England, NHS Improvement, the Care Quality Commission (CQC), Health Education England (HEE), Public Health England (PHE) and the National Institute for Health and Care Excellence (NICE).
- 1.4 The organisations required to play a lead role in Health and Social Care provision in an STP area, include Clinical Commissioning Groups, local authorities, Hospital Trusts and other health providers. There are 44 footprints set by NHS England, which collectively cover the whole of England with Coventry and Warwickshire as one footprint.
- 1.5 The draft Coventry and Warwickshire STP was submitted to NHS England in October 2016. The STP provides an opportunity for local government to work with the NHS to tackle the underlying causes of poor health and wellbeing, accelerate the alignment of health and social care and better meet the needs of local people. The STP will also be the route to access additional transformation funding from central government. Subject to decisions being made by NHS England, it is expected that delivery against the STP will commence in 2017 with full implementation required by 2020.

- 1.6 Whilst the Council recognised and endorsed the aim of health and social care organisations working closer together to improve services for local people, it did not support the approach taken in developing the STP, specifically in relation to transparency and involvement of both the public and local authority members. The Council's involvement to date does not constitute it signing up to the Coventry & Warwickshire STP. Although a number of transformation work streams exist under the STP (2.1.3 below), the detail and implications of these are not developed, and therefore the City Council will not be in a position to make decisions regarding progressing the implementation of any work stream until more detail is developed and this has been considered through the appropriate decision making processes.

## **2. Options considered and recommended proposals**

### **2.1 The Coventry and Warwickshire STP**

#### **2.1.1 STP Vision and Priorities**

- 2.1.2 The STP vision is aligned to the identified and understood challenges and priorities for Coventry and Warwickshire, and was developed in agreement with both Coventry and Warwickshire Health and Well-being Boards and is as follows:

**To work together to deliver high quality care which supports our communities to live well, stay independent and enjoy life**

- 2.1.3 The STP (attached at Appendix 1) is based around a number of transformation work streams, which are as follows:

- Proactive & Preventative - helping people to live healthier lifestyles and fulfil their potential so that they avoid or reduce the need for medical and social care
- Urgent & Emergency Care- - changes to help and advice, to help people access what they need as efficiently as possible
- Planned Care - looking at how we can improve advice and help for things like an operation in the next few months or a doctor's appointment in the next week
- Maternity & Paediatrics - increasing choice around where to give birth and creating safe, modern services
- Productivity & Efficiency - improving the efficiency of administrative and support functions

- 2.1.4 The Proactive and Preventative work stream has the biggest direct connection to the People Directorate and the Council in general. It builds upon the achievements of the Better Together Programme and the regular work of the Public Health team and includes the Out of Hospital Programme (OOH), which is an ambitious programme to integrate support for people in the community across Coventry and Warwickshire, and which is likely to impact how health and social care is delivered to people within the City and how resources are used to better ensure system sustainability.

- 2.1.5 Although the five work streams identified in 2.1.3 above are the key transformative work streams, the closure of the financial gap also requires the delivery of a series of existing and pre-agreed savings programmes across health. These existing and pre-agreed programmes contribute to the delivery of the majority of the financial gap. There are also assumptions made within the STP regarding the availability of Transformation funding and how this can be used to contribute to closing the financial gap.
- 2.1.6 Although the Coventry & Warwickshire STP plan references the financial pressure on Coventry City Council, it does not provide the specific plans for addressing social care and public health savings requirements and the management of demand in years to come, which are determined by the council. The STP financial plan will include plans to move spending out of acute services in order to support people closer to home. This will refocus spending on prevention, community health services, primary care and local authority services. The current planning assumption is that additional costs to Coventry City Council associated with the delivery of the STP or caused by the effects of the STP will be funded from the STP, for example, by health budgets following patients and service users away from acute services to settings closer to home.
- 2.1.7 The draft Coventry and Warwickshire STP was submitted to NHS England for assurance on the 22<sup>nd</sup> October 2016, and following feedback, was released publicly on the 7<sup>th</sup> December 2016. This forms the start of the engagement process and discussion on its content and direction. Cabinet is asked to note the content of the STP and progress so far.

## **2.2 Engagement Plan**

- 2.2.1 In order to ensure that the STP is developed with, and based upon, the needs of local residents, patients and communities and engages with key stakeholders, a draft Engagement Plan has been developed (attached at Appendix 2). The draft Engagement Plan has been developed following input from local elected members at the joint Coventry and Warwickshire Health and Well-being Board event on the 13<sup>th</sup> October 2016 and sets out the proposed approach to engagement that the STP will take.
- 2.2.2 The Engagement Plan will commence an initial phase of pre-consultation engagement, called the 'Big Conversation', which will start at the end of November 2016 for a period of eight weeks. This process will be led by commissioners and would be focused on the following five key areas:
- Better births – National Maternity Review
  - Transforming urgent and emergency care service in England
  - Five Year Forward View for Mental Health
  - Five Year Forward View for Achieving World-Class Cancer Outcomes
  - Building the Right Support – National Plan for Transforming LD Services
- 2.2.3 Existing intelligence from previous engagement/consultation activity will be used to help inform the service development in each area, but the proposed Big Conversation phase will provide an opportunity to support genuine co-production

and service improvement. Cabinet is asked to note the approach to engagement taken by the STP.

## **2.3 Governance**

- 2.3.1 The development of the STP is overseen by an STP Board, which is comprised of representatives from partner organisations. The Executive Director People is a member of the STP Board and is the lead for the Proactive and Preventative work stream of the STP. The STP Board does not have delegated authority for decision making from its member organisations. Therefore, the City Council will be required, by virtue of its constitution, to make decisions relating to the elements of the STP that impact on the City Council through its normal decision making processes.
- 2.3.2 The Coventry and Warwickshire Health & Well-being Boards have been working together over the last six months to develop a shared Concordat, which sets out how the two Boards will work together to facilitate a strategic link for the development and delivery of the STP across the sub-region. This has been used to inform the work of the STP. The Concordat is attached at Appendix 3.
- 2.3.3 Both Health and Well-being Boards are engaged in the development of the proactive and preventative element of the STP. Progress updates on the overarching STP process are regularly reported to the board by Andy Hardy, Chief Executive (UHCW), who is the STP Programme Lead. A dedicated joint development session of the Coventry and Warwickshire Health and Well Being Boards was held on the 16<sup>th</sup> October 2016, at which the Leader of the Council and STP organisation leaders were present. The report proposes that the Coventry Health & Well-being Board continues to provide the strategic link for the STP, with a particular emphasis on the Proactive & Preventative work stream. This facilitating role to be undertaken alongside Warwickshire Health & Well-being Board via the Health and Well-being Concordat.
- 2.3.4 When the draft Coventry and Warwickshire STP was submitted to NHS England for assurance on the 22<sup>nd</sup> October 2016, the Leader of the City Council provided a response as part of the submission. This stated that although supportive of the principle for closer working, the council's position is that it has significant concerns about the level of transparency and involvement and the City Council would need to see the detail behind the plan before deciding whether or not it can endorse the STP progress at each stage. The full letter is attached as appendix 4.

## **2.4 Coventry Health Overview and Scrutiny Committee (HOSC)**

- 2.4.1 The Health Overview and Scrutiny Committee met on 7 December to discuss the STP. The Chair of HOSC provided the following comment as a result of this discussion to be included in this report to Cabinet and Council: *'The Committee was concerned about the lack of accuracy, realism, clarity and transparency in the report and is urging all those involved in the STP to produce clear and tangible proposals as soon as possible so the public can be consulted in a meaningful manner. The level of secrecy surrounding these proposals has damaged this process and it is now a necessity that all the information pertaining to the STP is provided to all members of the Health and Well-Being Board and Health Overview*



*and Scrutiny Committee. The HOSC also believes it would be helpful if the STP was disaggregated to separate the individual work streams to facilitate greater local government involvement and establish greater confidence in the process. Finally, it believes it is a necessity to establish a clear and democratically accountable governance process that highlights timelines for decisions (outlining what decisions will be made when and by whom), names accountable persons for each of the work streams and publishes the criteria on which proposals will be judged. This would go some way to restoring public trust in this process. It is important to note that currently the HOSC does not support the plan.'*

- 2.4.2 Subsequent to its meeting on 7 December the chair of HOSC has also written formally to Jeremy Hunt MP (appendix 5)

### **3. Results of consultation undertaken**

- 3.1 The approach to engagement on the STP is set out in the Engagement Plan attached at Appendix 2.

### **4. Timetable for implementing this decision**

- 4.1 The Coventry and Warwickshire STP submission was released publicly on the 7<sup>th</sup> December 2016. This forms the start of the engagement process and discussion on its direction and content. Subject to decisions being made by NHS England, it is expected that delivery against the STP will commence in 2017 with full implementation required by 2020.

### **5. Comments from Executive Director, Resources**

#### **5.1 Financial implications**

The STP financial gap, assuming no savings plans are delivered, is expected to be £300m across the Coventry and Warwickshire footprint by 2020/21, which includes social care savings and public health grant reductions for Coventry and Warwickshire, equating to £4m financial gap for Coventry City Council. Due to the timescales of the STP, this is based on an earlier position than described in the pre- budget report. Future iterations of the financial plan will be updated as the City Council's budgetary position becomes clearer.

The STP financial plan will include plans to move spending out of acute services in order to support people closer to home. This will refocus spending on prevention, community health services, primary care and local authority services. The current planning assumption is that any additional costs to Coventry City Council associated with the delivery of the STP or caused by the effects of the STP will be funded from within the STP resources, for example, by health budgets following patients and service users as alternative models of support are developed.

#### **5.2 Legal implications**

STP footprints are not statutory bodies but collective discussion forums to bring together health and care leaders. The local STPs are required by NHS England to produce a multi-year Sustainability and Transformation Plan (STP), showing how local services will evolve and become sustainable over the next five years. These

will feed into NHS England's delivery of their *Five Year Forward View* vision of better health, better patient care and improved NHS efficiency.

## **6. Other implications**

### **6.1 How will this contribute to achievement of the Council's key priorities (Council Plan)?**

The Coventry and Warwickshire STP supports the Council Plan objectives of 'improving health and well-being', 'protecting our most vulnerable people', and 'reducing health inequalities'.

### **6.2 How is risk being managed?**

Risk will be managed by the STP Board that reports regularly to the Coventry Health & Wellbeing Board.

### **6.3 What is the impact on the organisation?**

The Proactive and Preventative work stream has the biggest direct connection to People Directorate and the Council in general. It builds upon the achievements of the Better Together Programme and regular work of Adult Social Care and Public Health and includes the Out of Hospital Programme (OOH).

### **6.4 Equalities / ECA**

The Coventry and Warwickshire STP aims to reduce health inequalities within the city, as well as reduce variations in the quality, safety and outcomes in care provided within the city. Specific ECAs may be required on proposals arising from the STP as they are further developed in order for decision makers to properly understand impacts.

### **6.5 Implications for (or impact on) the environment**

None

### **6.6 Implications for partner organisations?**

The Coventry and Warwickshire STP requires close working with a range of partners within the sub-region, and directly involves the following organisations:

- Coventry City Council
- Coventry and Rugby Clinical Commissioning Group
- Coventry and Warwickshire Partnership NHS Trust
- George Eliot Hospital NHS Trust
- South Warwickshire Clinical Commissioning Group
- South Warwickshire NHS Foundation Trust
- University Hospitals Coventry and Warwickshire NHS Trust
- Warwickshire North Clinical Commissioning Group
- Warwickshire County Council

The scale of the STP is such that other partner organisations may also be affected, including the voluntary and third sector and West Midlands Ambulance Trust.

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