

DATE: 23 FEBRUARY 2006

**FUTURE CONFIGURATION OF MENTAL HEALTH SERVICES IN THE BLACK COUNTRY**

Ward(s)                      All

Portfolios: Cllr A Paul   - Social Care & Inclusion

**Summary of report:**

**BACKGROUND**

1. NHS specialist Mental Health services In the Black Country are currently provided by Primary Care Trust in the Borough areas of Dudley, Walsall and Wolverhampton and by the Sandwell Mental Health NHS and Social Care Trust for people resident in Sandwell.
2. In Walsall, an integrated Mental Health Service has already been developed with Walsall tPCT as the host agency. This includes a joint commissioning arrangement and integrated provision with single line management arrangement. Further work is required, however, to put in place the legal agreements to govern these arrangements.
3. The NHS is again re-organising to reduce the number of PCTs and Strategic Health Authorities. In Walsall, this process will retain the single PCT. In future PCTs will be mainly commissioners rather than providers of services. The provider functions of PCTs, such as Mental Health, are likely to move to different organisations. At the same time, nationally, alternative structures for mental health services are emerging, and there are already examples in the North of England of pan Borough Mental health Trusts spanning four or even five Council areas.
4. Senior officers from the Black Country PCTs, local authorities and the Sandwell Mental Health Care Trust, have therefore identified a need to review the current configuration of mental health services.
5. Senior officers from the Borough areas of Dudley, Sandwell and Walsall have agreed to explore, as an option, a single mental health Trust providing services to all **three** borough areas.
6. At this stage, Wolverhampton does not wish to join the proposed new Trust, preferring instead a local Care Trust for all Adult Services. It is possible, however, that the Care Trust in Wolverhampton will not proceed and that eventually Wolverhampton will decide to join a Black Country Mental Health Trust.

7. The configuration of mental health services across the Black Country should:
  - support the 'recovery model' of mental health service provision
  - support delivery of mental health services in primary care
  - support the development of clinical leadership
  - lead to enhanced governance of care and clinical practice
  - permit the maintenance, and further development, of local partnerships at borough level
  - reflect implications of changes in the West Midlands NHS and in local authorities and be capable of adjustment to further change over time
8. Two further important issues for Walsall will be:
  - Arrangements for the transfer of Walsall Council staff under TUPE to the new Trust
  - Arrangements for corporate governance of the new Trust so that there is accountability to elected Members.
9. A Project Board has been established comprising senior officers from the Councils, PCTs and Care Trust.
  - To agree a process to develop a single mental health partnership Trust as an option for the provision of mental health services across the Black Country.
  - To define and describe the service components, organisational structures and financial parameters of the Trust.
  - To make recommendations, and gain consensus through consultation for the future configuration of mental health services in the Black Country.
10. The statutory responsibility for agreeing any significant change to the configuration of local NHS services rests with the Birmingham & Black Country Strategic Health Authority on behalf of the Secretary of State for Health. The Social Services dimension of Mental Health services is the responsibility of the Metropolitan Borough Councils in the Boroughs concerned.
11. A Project Board has been set up with 12 work streams to take forward this work; officers from all four Councils are represented on the Project Board and most of the work-streams. There is also a local project team in each of the four Boroughs. A copy of the project framework is attached at Appendix A.
12. Options for future configuration of mental health services, and any recommendations that the Board may make, will be subject to formal public consultation, which is likely to take place in late summer/autumn 2006.

## **SUMMARY**

13. Some of the potential strengths of a single Mental Health Trust option are listed below:
  - It offers the opportunity of a building a critical mass of specialist services whilst retaining the opportunity to build on local partnership work in each of the Boroughs – there will be no requirement for local arrangements for

- service delivery in the Boroughs to be identical.
- Enhanced management and leadership potential from within a larger organisation
- Enhanced capacity and capability for service development
- Achievement of economies of scale and the potential for reduced management costs
- Potential to offer overall better value for money to commissioners
- Improved capability to respond to the anticipated, eventual market in mental health services
- Enhanced potential for recruitment and retention of clinicians in a scarcity specialism
- Potential as a larger organisation, to have greater influence over policy initiatives and resource allocation within the wider health economy

14. The new Trust would also make transition to Foundation Trust status a possibility, if this is subsequently regarded as advantageous to Mental Health service provision in the Black Country

15. Understandably, there may be concern that a single Trust across three Boroughs might detract from the local partnership work that has developed around Mental Health services. All three Boroughs have agreed to proceed with the current exercise on the understanding that if a single Mental Health Trust model was chosen as the way forward, it must be capable of allowing for differences in the delivery of services at local level and for continued progress towards close integration between health and social care for other Adult Services.

**Background papers:**

- Looking Ahead: potential future configuration for mental health services in Wolverhampton, Dudley, Sandwell and Walsall, Health Services Management Centre, University of Birmingham June 2005
- Terms of Reference for Mental Health Regional Group
- Project Framework

**Reason for scrutiny:**

The reconfiguration of services will impact on local arrangements to deliver integrated mental health services and represents a substantial change to health services.



**Signed:** .....  
**Executive Director:** **Dave Martin**

**Date:** 6 February 2006

**Resource and legal considerations:**

Any reconfiguration of services will have future implications for legal arrangements and will ensure economies of scale with reduced management costs.

**Citizen impact:**

The key of the work in progress is to ensure that people with mental health problems receive high quality services and retain a local focus.

**Environmental impact:**

There are no environmental impacts from this report.

**Performance management:**

The configuration of mental health services should ensure continued performance improvement in mental health services.

**Equality Implications:**

The configuration of services should ensure continued equity of provision.

**Consultation:**

At this stage, a joint scrutiny panel across the 4 councils will be arranged.

The SHA will undertake a formal consultation process between August and November 2006. There will be ongoing consultation with Partnership Boards and stakeholders via each work stream. A seminar will be arranged to brief elected members across the 4 councils during the pre-consultation period, in June 2006.

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# **PROJECT FRAMEWORK**

**BLACK COUNTRY MENTAL HEALTH TRUST REVIEW PROJECT**

**Version 1**  
**22<sup>nd</sup> December 2005**

## VERSION HISTORY

<b>Version</b>	<b>Date Issued</b>	<b>Brief Summary of Change</b>	<b>Owner's Name</b>
1	22/12/05	Initial document following Board meeting on 22/12/05	Keith Wilson

## **1. Introduction**

1. In response to a range of emerging Government policies and the emergence of alternative organisational models for mental health services in England generally, senior officers from the Black Country PCTs, local authorities and the Sandwell Mental Health Care Trust, have identified a need to review the current configuration of mental health services.
2. Senior officers from the Borough areas of Dudley, Sandwell and Walsall have agreed to explore, as an option, a single mental health Trust providing services to all three borough areas. A project board has been established to develop this model in the specific context of the Black Country.
3. Senior officers in Wolverhampton have previously decided to explore a care partnership model but it has been agreed that it would be beneficial for representatives to attend meetings of the Project Board. A date will be set within the overall timescale of the project by when Wolverhampton will make their intentions known as to whether they wish to be a part of a single mental health Trust.

## **2. Project Aims**

1. To agree a process to develop the concept of a single mental health partnership Trust as an option for the provision of mental health services across the Black Country.
2. To define and describe the service components, organisational structures and financial parameters of a prospective single mental health Trust, which would allow it to :
  - o be fit for purpose within the current policy climate,
  - o be financially and managerially more robust than current arrangements permit,
  - o have enhanced potential to expand the range of clinical services
  - o build upon the current partnership arrangements enjoyed in each of the Boroughs
3. To make recommendations, and gain consensus through consultation, for the future configuration of mental health services in the Black Country.

## **3. Project Process**

1. The project will use a defined project management approach using agreed project scheduling and reporting tools.

2. The project will have a clearly defined plan with timed milestones and outputs. The project plan will be a dynamic tool subject to regularly reporting and revising.
3. Performance management will be a key function of the Project Board

#### **4. Project Structure**

The project will be managed at three levels. (see appendix 1)

##### The Board

1. The Board's responsibilities are set out in its terms of reference. Inclusive membership allows it have some of the functionality of a conventional project team as well as a Board. Individual members of the Board may act as sponsors /leads for specific work streams.

##### Work stream Groups

2. These will in effect be sub-project teams and will undertake the detailed project work. Each workstream will have a Board level sponsor who either leads the work themselves or else delegates the lead to a named individual by Board agreement. (see appendix 2 & 3).
3. The role of project sponsor for a work stream involves:
  - o Ensuring an inclusive process across all borough areas in the work stream activity
  - o Signing off a detailed action plan/ milestones for the work stream
  - o Overseeing progress of the action plan in keeping with milestones
  - o Supporting managers engaged in delivering the action plan
  - o Exception reporting to he Board and recommending remedial action where necessary.
4. The workstreams fall into two groups viz (a) Sub specialist services and (b) corporate management functions/service delivery/ commissioning. The initial work on sub specialist areas will involve scoping the nature of the services and whether to include these services (or elements of them) under the management a new mental health Trust.
5. Once the decision has been made to recommend inclusion of a service in the new Trust then there will be further work to be done in relation to the arrangements for managing these services across the constituent boroughs. At this stage in the process it is likely that the work can be transferred to the work streams covering corporate functions, service delivery and commissioning.



### Borough project teams

6. The role of the local teams is not to duplicate the work of cross borough work streams but to facilitate them. Their role will be to:
  - ensure that suitably experienced individuals from the Borough area are nominated to join the work stream teams and are supported to undertake the work they have been asked to do on behalf of the area.
  - Monitor impact of outcomes across work streams specific to their local area and flag up any issues for the Board.
  - Ensure that their membership is inclusive of local stakeholders as part of the communication and consultation process
  - Agree with their parent bodies, the means by which they will be accountable to those bodies and make these arrangements explicit to the Board as part of the accountability process

## **5. Accountability and Reporting**

1. The statutory responsibility for agreeing any significant changes to the configuration of local NHS services rests with the relevant Strategic Health Authority.
2. The Project Board, through its Chairperson, will advise the Birmingham & Black Country StHA on the configuration of mental health services that best supports the delivery of mental health services in meeting local needs.
3. The accountability and reporting arrangements to parent NHS Boards and local authorities at Borough area level will be for local determination. However, it will be important for the Board to know that adequate arrangements are in place in order to give credence to any advice that the Board may subsequently offer to the StHA.

# Black Country Mental Health Trust Review

## PROJECT FRAMEWORK

