

PUBLIC SERVICE TRUST FOR HEREFORDSHIRE

Report By: Project Director, Herefordshire Public Service Trust

Wards Affected

County-wide.

Purpose

1. The Health Overview and Scrutiny Committee is invited to consider its formal response to the public consultation concerning the proposal to develop enhanced partnership working between Herefordshire Council and Primary Care Trust (PCT) leading to the formation of a Public Service Trust (PST) for Herefordshire for the benefit of people in the County.

Background

2. This report has been prepared to aid the Health Overview and Scrutiny Committee when considering its response to the consultation. Whilst it is designed to focus on the consultation itself, it includes background information to help inform and assist members in understanding the extensive process that has been undertaken by the Council and PCT since early 2006. It does not seek to pre-empt or anticipate ongoing work designed to provide the detailed information that will be available to the Council's Cabinet and Primary Care Trust Board later in the process. This is in accordance with the PST Steering Group's terms of reference that were agreed by the Cabinet and Trust Board. It is also in accordance with the Project Plan.

Summary

3. Members will be aware of the background to the proposal to develop a Public Service Trust for Herefordshire from previous reports. The impetus for this came early in 2006 after the Government proposed reorganising Primary Care Trusts in England. It was as a result of this and following local consideration of the options that a proposal was made by the PCT for Herefordshire to retain a Primary Care Trust that was coterminous with its Local Authority. This proposal was put forward with the full support of the Council, PCT and Health Scrutiny Committee on the understanding that they would work together to achieve a more integrated approach to public services within the County and to ensure that local responsibility and services were retained in the in the long-term. Indeed the PCT Board said in its formal response to the Strategic Health Authority in February 2006 "*The PCT supports the continuation of a Herefordshire PCT, on the basis of an integration of commissioning, planning and public health functions with Herefordshire Council,*

rather than remaining as currently configured". The Council's Cabinet reinforced this view in February 2006 when it recommended:

That

- *The proposals for a Public Service Trust for Herefordshire be endorsed as a basis for further discussion with the Primary Care Trust, if a Herefordshire Primary Care Trust continues as currently proposed in the consultation document.*
- *A joint project steering group be established to develop detailed proposals for further consideration by Cabinet in the event that the proposal for a Herefordshire Primary Care Trust is supported by the Secretary of State for Health.*

4. This resulted in a joint response to the Strategic Health Authority on behalf of Herefordshire Council and Herefordshire's Health Scrutiny Committee in support of retaining a PCT for Herefordshire and the development of the concept of a Public Service Trust for the County.

5. A key factor behind the Councils response related to its management of risk i.e. *"the comments on the consultation are aimed at minimising any negative impact of the proposed reconfigurations on the residents of Herefordshire"*. The paper to the Council in March 2006 explained, *"There are no Alternative Options"*.

6. The outcome following the public consultation between 14th December 2005 and 22nd March 2006 was that the Government announced that there would continue to be a separate Primary Care Trust for Herefordshire recognising that the proposal to establish a Public Service Trust could be beneficial.

7. The idea behind this was to revolutionise local public services by building on the existing individual strengths of the Council and Primary Care Trust to fulfil a vision for a single leading-edge organisation with three key aims:

- To deliver a wider range of excellent and integrated public services designed around the needs and expectations of individual patients and customers.
- To provide better value for money for local taxpayers, with savings on management costs as the Public Service Trust moved to a single management structure.
- To safeguard and enhance local health and public services in Herefordshire.

8. As a result of this and the successful case that was put forward to retain a Primary Care Trust that was coterminous with the Local Authority boundary; the Council and Primary Care Trust were compelled to initiate the work required to develop the concept from a vision to reality.

9. An independent consultant was subsequently engaged to work with the Council and Primary Care Trust to take this forward and to produce a scoping report. This report was published in August 2006 and was supplemented by a further report in September 2006. Following its consideration the Cabinet and Primary Care Trust

Board endorsed the recommendations set out in the report as the basis for continuing work.

10. A Project Director and Project Officer were subsequently appointed in January 2007 with the terms of reference to work with the Council and Primary Care Trust to build on the scoping exercise and to take forward the proposals. The priorities were to establish the project structure needed to develop the detailed work, to facilitate a public consultation and to support the Council's Cabinet and PCT Board decision-making process. The culmination of this should enable a decision "in principle" based on the outcome of the combination of the wide-ranging work and feedback from stakeholders as a result the consultation exercise.

11. A project Steering Group was established on behalf of the Council's Cabinet and Primary Care Trust Board from the beginning of February and the Project Initiation Document (PID) was agreed at its first meeting in February.

12. The Steering Group meets monthly and is jointly chaired by the Leader of the Council and Primary Care Trust Chair. Its membership includes both Chief Executives, Cabinet Member, Non Executive Director (NED), Chair of the PCT's Professional Executive Committee (PEC), Representative of the Government Office West Midlands (also representing the Strategic Health Authority) and PST Project Director.

13. It was also recognised that with local elections taking place in May 2007 it was imperative that the support previously given the Council to the retention of a Herefordshire based PCT should not become a party political issue. To that end the support of the four political group leaders has been confirmed at each stage of the proposal.

14. Eight working Groups were established by the Steering Group from the beginning of February with the terms of reference required to address a wide range of issues that were designed to support the objective to move the Council and Primary Care Trust from the scoping report to a public consultation regarding the creation of a Public Service Trust for Herefordshire. In doing so the Working Groups were required to address the six success criteria that were highlighted in the scoping report and approved by the Council's Cabinet and Primary Care Trust Board. The Working Groups include key people from within the Council and Primary Care Trust along with other key stakeholders including the Third Sector, Staff Representatives and the Patient & Public Involvement Forum (PPIF).

The Working Groups are:

- Change Management & Human Resources (CMHR).
- Integrated Governance (IG).
- Communication, Consultation, Involvement & Clinical Engagement (CCICE).
- Service Users (SU).
- Corporate Resources, Finance & ICT (CRFI).
- Planning, Commissioning & Performance Management (PCPM).
- Public Health & Health Improvement (PHHI).
- Environment Services (ES).

15. The Working Groups have met regularly, are well attended and have made good progress. All have produced regular reports to the Steering Group and are on track to conclude the work necessary to inform the Council's Cabinet and Primary Care Trust Board when they meet to consider a formal recommendation regarding the way forward. The response to the formal consultation "The Future of Public Services in Herefordshire" undertaken between 12th June and 31st July will form part of the portfolio of inform this. This will be complimented by other work including the response to the Success Criteria (Appendix 1) agreed by the Cabinet and Primary Care Trust Board, the Key Questions (Appendix 2) originating from the Project Initiation Document and the Partnership Agreement (Appendix 3) originating from the Scoping Report.

16. Other ongoing work will establish a financial framework for the Public Service Trust building on a paper produced for the Steering Group – The Emerging Financial Case (Appendix 4), an audit of the proposed Public Service Trust arrangements to be carried out by The Audit Commission as part of the due diligence work (Appendix 5) and a description of the proposed governance arrangements (Appendix 6) on which the detailed organisational framework will be built.

17. The PST Steering Group envisage a formal recommendation regarding the way forward based on the combination of the result of the public consultation and the detailed work being undertaken and being made to the Cabinet and PCT Board in September 2007.

18. Depending on the outcome of this process the timetable could see 'shadow' Public Service Trust arrangements in place later in 2007 and fully operational from the beginning in April 2008.

Consultation

19. A wide-range of stakeholders have been engaged in the process in accordance with the Herefordshire Public Service Trust Communications and Consultation Strategy. The consultation has been viewed as a two-way process and consultees have been actively encouraged to comment on the proposal. This has been done in a variety of ways including feedback forms at the back of the consultation and summary documents, via a FREEPOST address, online via www.publicservicetrust.info, by email to consultation@herefordpct.nhs.uk or in writing to the Project Officer.

19. Assistance was offered to anyone who needed help understanding the consultation document or needing it in other format or language.

20. Significant work was done as a result of Communications and Consultation Strategy to raise awareness of the project in advance of the public consultation. A wide-range of opportunities were created for people in Herefordshire to engage and contribute to the consultation. This included publication of the full proposal and a summary document, access to a dedicated website (www.publicservicetrust.info), that included links from both the Council and PCT's own websites, the publication of a series of FAQ's and a series of events that were held throughout Herefordshire

where both staff and members of the community could hear more about the proposal and discuss it in more detail with those directly involved in the work. These events were led by the Leader of the Council, Chair of the Primary Care Trust and both Chief Executives with the support of a wide range of other senior colleagues all of whom played an active role. In addition to this there have been briefings for the local press, radio, key stakeholders and ad hoc publications or information e.g. members newsletter. The consultation also received coverage regional television news coverage, was reported in the national press and local government journals.

21. In addition to this the Steering Group has paid particular recognition to the importance of developing a prospective Public Service Trust in partnership with the Third (voluntary) sector whom it recognises has a vital and significant role to play in public services for people in Herefordshire.

22. The public consultation made it clear that the proposal was to form a Public Service Trust under the existing umbrella for developing partnership arrangements namely Section 75 of the National Health Service Act 2006 (previously Section 31 of the Health Act 1999). These arrangements have been specifically developed for the purpose of enabling NHS Bodies and Councils the flexibility to work together in developing co-ordinated services. It reinforced the fact that this provided the framework for the Public Service Trust and that whilst it would not be a legal entity it would be a novel and innovative partnership that made new and maximum use of existing legal powers for NHS bodies and Councils to work together in designing and commissioning improved services for local people. This would help overcome organisational boundaries and achieve a fundamental shift in thinking from a National Health Service that has traditionally addressed ill-health first and promotes well-being to one that places health and well-being first and addresses ill-health to the highest possible standard when required.

Response to the Consultation

23. The detailed response to the public consultation can be found in Appendix 7 to this report. This includes a statistical analysis of the response to the consultation along with details of the methodology used, public consultation events, response themes and consultees. Members can see the replies grouped by themes and by those who supported the proposal and those who were against it, including where appropriate any accompanying letters. A media and promotions record has been included as part of the overall report to provide members with an insight into the extensive efforts that have been made to engage with stake-holder groups members of the local community. The headline response was that 56% of respondents have confirmed their support for the proposal.

Conclusion

24. In essence whilst this proposal can be seen as innovative its uniqueness stems from the proposal to join the organisations at the top through the appointment of a single Chief Executive. Many models already exist whereby specific responsibilities are vested in a single post-holder e.g. Directors of Adult or Children's Services or as in Herefordshire Director of Public Health. The proposed approach

builds on this and affords the opportunity for much more effective integration of Public Services.

25. A truly integrated public service has the potential to achieve a step-change in local services that has long been sought after but has not yet been achieved through numerous reorganisations over many years. Beyond this it has the ability to reform the relationships between Public Service and the Third and Private sectors whose interest in a healthy and prosperous community and workforce is unquestionable.

26. The fact that this proposal is being driven by local people, their priorities and imperatives rather than national policy provides Herefordshire with a real opportunity to take control of its own destiny albeit within the framework already created by national policy.

27. The catalyst for this is already apparent as the Council and Primary Care Trust are benefiting from the closer working relationships that have been developing as a result of this work. There are many other areas that would benefit from an integrated approach to public services through a Public Service Trust for Herefordshire.

RECOMMENDATION

THAT the Health Overview and Scrutiny Committee considers the proposal and response to the public consultation and provides a formal reply to the proposition to establish a Public Service Trust for Herefordshire.

Appendices

1. **Success Criteria** - *Agreed by the Cabinet & Primary Care Trust Board and as set out in the Project Initiation Document.*
2. **Key Questions** - *Originating from the "Public Service Trust - Herefordshire, Scoping Report".*
3. **Partnership Agreement** - *Originating from the "Public Service Trust - Herefordshire, Scoping Report".*
4. **Finance** - *The Emerging Financial Case.*
5. **Due diligence** - *Performance Project Brief: A combined audit on behalf of the Council and Primary Care Trust by The Audit Commission that forms part of the due diligence work to be undertaken.*
6. **Governance** - *A Framework for Success*
7. **Public Consultation** - *Perception Matters, Views Count.*
 - i. *Statistical Analysis: Results of the survey by Herefordshire PCT and Herefordshire Council on the Future of Public Services in Herefordshire*
 - ii. *Response to the Public Consultation: Feedback*

Background Papers

1. **Department of Health (2005)** – *Commissioning a Patient Led NHS.*
2. **Department of Health (2006)** – *Our Health, Our Care, Our Say: A New Direction for Community Services.*
3. **Department for Communities and Local Government (2006)** – *Strong & Prosperous Communities.*
4. **National Audit Office and The Audit Commission (2006)** – *Delivering Efficiently: Strengthening the links in public service delivery.*
5. **Herefordshire Council & Herefordshire’s Health Scrutiny Committee (March 2006)** - *Response to the Reconfiguration of NHS Services in the West Midlands.*
6. **Alan Curless & Associates Ltd (August 2006)** – *Public Service Trust for Herefordshire: A Scoping Report.*
7. **Alan Curless & Associates Ltd (September 2006)** – *Governance & Leadership Framework.*
8. **Herefordshire Council (October 2006)** - *Summary of the deliberations of Cabinet.*
9. **Inter Agency Group (February 2007)** – *Working Together for Well-being: From Vision to Reality.*
10. **Herefordshire Public Service Trust Project (February 2007)** - *Project Initiation Document.*
11. **Herefordshire Public Service Trust (February 2007)** - *Steering & Working Group Terms of Reference.*
12. **Herefordshire Public Service Trust (2007)** – *Communications and Consultation Strategy.*
13. **Herefordshire Public Service Trust (2007)** - *Risk Register.*
14. **Herefordshire Public Service Trust (2007)** - *Legal Advice.*
15. **Sir Michael Lyons (2007)** – *Lyons Inquiry into Local Government.*
16. **Department of Health (2007)** – *Commissioning Framework for Health and Well-being.*
17. **Herefordshire Council (2006-2007)** - *Previous reports to Cabinet. The most recent report was published on 12th April 2007.*
18. **Herefordshire Council (2006-2007)** - *Previous reports to the Health Overview and Scrutiny Committee. The most recent report was published on 28th June 2007.*
19. **Herefordshire Primary Care Trust (2006-2007)** - *Previous reports to the Trust Board. The most recent report was published on 19th July 2007.*
20. **Herefordshire Primary Care Trust and Herefordshire Council (June 2007)** – *The Future of Public Services in Herefordshire: Consultation Document and Summary Document.*